

# MONTHLY **LABOR REVIEW**

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS

PERIODICAL ROOM  
GENERAL LIBRARY  
UNIV. OF MICH.

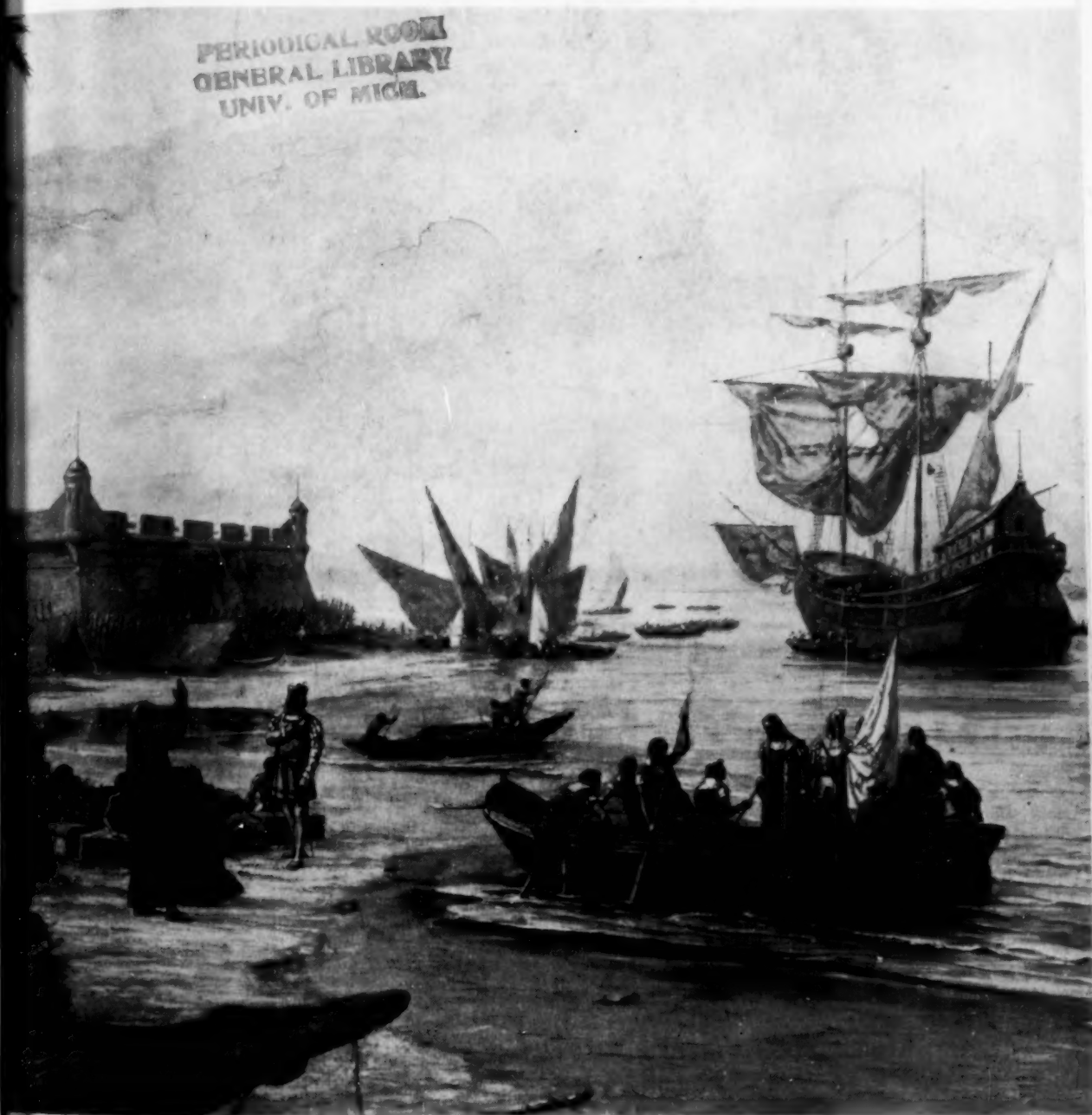


Photo by courtesy of Pan American Union

*in this issue...* Social Insurance in Latin America • Self-Help  
SEPTEMBER 1939 Cooperative Housing • Unit Costs in Low-Rent  
No. 3 Housing • Wages in Shoe and Allied Industries

# UNITED STATES DEPARTMENT OF LABOR

*Frances Perkins, Secretary*

+

## BUREAU OF LABOR STATISTICS

*Isador Lubin, Commissioner*

Sidney W. Wilcox, Chief Statistician

A. F. Hinrichs, Chief Economist

Hugh S. Hanna, Chief, Editorial and Research

Henry J. Fitzgerald, Administrative Officer

### CHIEFS OF DIVISIONS

Jacob Perlman, Wage and Hour Statistics

Lewis E. Talbert, Employment Statistics

J. M. Cutts, Wholesale Prices  
Stella Stewart, Retail Prices

Faith M. Williams, Cost of Living

Herman B. Byer, Construction and Public Employment

Swen Kjaer, Industrial Accidents

Florence Peterson, Industrial Relations

Charles F. Sharkey, Labor Law Information

Boris Stern, Labor Information Bulletin

John J. Mahaney, Machine Tabulation

*Published by the Bureau of Labor Statistics, under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, 72d Congress, approved June 30, 1932. For sale by the Superintendent of Documents, Washington, D. C. Price, 30 cents a copy. Subscription price per year in the United States, Canada, and Mexico, \$3.50; other countries, \$4.75. This publication approved by the Director, Bureau of the Budget.*





# MONTHLY LABOR REVIEW

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS

\*\*\*\*\* + HUGH S. HANNA, EDITOR + \*\*\*\*\*

## CONTENTS

SEPTEMBER 1939 Vol. 49 No. 3

	Page
<i>Special articles:</i>	
Social insurance in Latin America.....	535
Self-help cooperative housing.....	566
Labor and unit costs in PWA low-rent housing.....	578
Earnings and hours in shoe and allied industries, 1939.....	587
<i>Industrial relations:</i>	
Collective bargaining by United Rubber Workers.....	604
Collective agreements in Sweden.....	617
<i>Industrial and labor conditions:</i>	
Concentration of economic power.....	618
Proposed amalgamations in British coal mining.....	620
<i>Migrant and farm labor:</i>	
Migrant households in California, 1938.....	622
Part-time subsistence farming.....	623
<i>Negroes in industry:</i>	
Negro-training facilities for higher-grade jobs.....	629
Economic status of Negroes in New Jersey.....	630
<i>National income:</i>	
National income, 1929 to 1938.....	631
<i>Housing conditions:</i>	
Housing under Farm Security Administration.....	636
Housing projects of London County Council.....	638
<i>Cooperation:</i>	
Consumers' cooperatives in 1938.....	640
Status of labor banks, June 30, 1939.....	654
<i>Recreation:</i>	
Community recreation in the United States, 1938.....	656
<i>Industrial accidents:</i>	
Causes and prevention of accidents in the construction industry, 1938.....	658
<i>Labor laws and court decisions:</i>	
Federal labor legislation, 1939.....	674
Court decisions of interest to labor:	
Oregon antipicketing law held valid.....	679
Peaceful picketing banned when unlawful acts committed.....	679
Inhalation of stone dust held personal injury.....	679
Picketing of nonunion store to obtain holiday.....	680

<b>Industrial disputes:</b>	Page
Trend of strikes.....	681
Strikes in May 1939.....	682
Bituminous coal stoppage, 1939.....	691
Activities of U. S. Conciliation Service, July 1939 and year 1938-39.....	704
<b>Cost and standards of living:</b>	
Income and expenditures of wage earners' families in Canada.....	708
Rationing of goods in Germany.....	711
<b>Minimum wages and maximum hours:</b>	
Wage determinations under Public Contracts Act, July 1939.....	714
Wage and hour regulation in Malta.....	715
<b>Wages and hours of labor:</b>	
Philippines—Wages in the Provinces, April 1939.....	716
Norway—Recommendations on family allowances.....	718
Palestine—Wages and hours in March 1939.....	718
Switzerland—Wages in 1938.....	722
<b>Labor turn-over:</b>	
Labor turn-over in manufacturing, June 1939.....	724
Labor turn-over in foundries and machine shops, 1937 and 1938.....	728
<b>Employment offices:</b>	
Operations of Public Employment Services, July 1939.....	732
<b>Building operations:</b>	
Summary of building construction in principal cities, July 1939.....	740
<b>Retail prices:</b>	
Food prices in July 1939.....	745
Coal prices in June 1939.....	751
<b>Wholesale prices:</b>	
Wholesale prices in July 1939.....	753
<b>Trend of employment and pay rolls:</b>	
Summary of reports for July 1939:	
Nonagricultural employment.....	758
Industrial and business employment.....	758
Public employment.....	762
Detailed reports for industrial and business employment, June 1939.....	764
<b>Recent publications of labor interest.....</b>	776

# This Issue in Brief

OCT 13 '39

## Labor and Unit Costs in Low-Rent Housing.

Fifty-two housing developments costing approximately \$130,000,000 have been undertaken by the Public Works Administration since February 1934. Of these, 47 are in continental United States. As indicated by an analysis made by the Bureau of Labor Statistics of the employment and pay-roll reports of contractors working at the site of the 47 projects studied, more than 36½ million man-hours of employment had been furnished at the site of construction, in addition to over 48 million man-hours of off-site labor required for producing the materials used. The dwelling units provided ranged from 2 to 6 rooms, with gross rentals (including facilities) ranging from \$12 to \$30. Page 578.

## Accidents in Construction, 1938.

A survey of 412 construction establishments revealed 76 disabling injuries for every million hours worked. This frequency rate was a considerable improvement over that of a smaller number of establishments surveyed for 1936, and is in line with similar experiences during 1938 in many other industries. On the basis of the survey, it is estimated that, during 1938, in private construction 2,000 persons were killed, 10,700 permanently injured, and 191,000 temporarily disabled. When self-employed proprietors and the construction activities of WPA and TVA are included, the above totals are raised to 2,600 fatalities, 14,600 permanent injuries, and 275,000 temporary disabilities.

Heavy construction had the highest rates followed in order by highway and

building construction. The injury rates for each of these three construction groups were very much higher than those for manufacturing industries. An analysis of reported accidents showed clearly that most of them could have been prevented by following proper safety precautions. Page 658.

## Social Insurance in Latin America.

Social insurance has been considerably extended in Latin America in the past decade, but in certain of the republics laws dating as far back as 1919 have provided for compulsory insurance for old age and invalidity for special industrial groups. When the Bureau of Labor Statistics' survey, the results of which are given on page 535, was made, all the South American republics except Venezuela had one or more compulsory insurance systems in operation, covering varying proportions of the working population, and the same was true of Cuba and Panama. Of the 31 compulsory social-insurance systems (other than workmen's compensation) covered in this study, 28 provide for old-age retirement, 23 for retirement for invalidity of any type, 10 for disability arising from the employment, 26 for survivors' pensions, 14 for death or funeral benefits, 11 for sickness insurance, and 8 for maternity insurance.

## Earnings in Shoe Industries, 1939.

Average hourly earnings in the boot and shoe industry were 48.9 cents as compared with 48.7 cents in the cut-stock and findings industry and 81.5 cents in the shoe-pattern industry. Earnings varied considerably by sex and skill as well as by unionization and

size of community in which the plants were located. In addition, significant variations were found in the boot and shoe industry according to the retail price of the shoe manufactured. In the cut-stock industry, hourly earnings varied according to the product manufactured. Weekly earnings, which followed the same general pattern as hourly earnings, averaged \$19.33 in the boot and shoe industry, \$18.79 in the cut-stock and findings industry, and \$32.93 in the shoe-pattern industry. The actual hours worked per week averaged 39.4 in boots and shoes, 38.5 in cut stock and findings, and 40.0 in shoe patterns. Page 587.

#### *Self-Help Housing.*

Workers are building their own little homes in at least two places in the United States, in localities as far apart as Pennsylvania and Idaho. In the first of these, 50 miners are as a group quarrying their own stone, pouring the cement foundations, laying the stone, and doing the carpentry and other work. Each man receives a long-term loan of not to exceed \$2,000 from the American Friends Service Committee, under the sponsorship of which the project is going on. The labor that his neighbors have put in on his house must also be repaid—in hours spent in work on the other dwellings. In the Idaho project the families are members of a self-help cooperative. From a small revolving fund granted during the period when Federal assistance was being given to groups of unemployed banded into self-help cooperatives, loans not exceeding \$500 each are made. For

the completion of a dwelling, usually 3 such loans are made, each being paid off before the next is received. The first finances the construction of a basement in which the family takes up temporary quarters, the second finances the superstructure, and the third the interior finishing. As in the miner's project, the members of the group assist each other in the construction, the owner then being obliged to repay this labor by his own work on their dwellings. Page 566.

#### *Collective Bargaining by United Rubber Workers.*

Not until the passage of the National Industrial Recovery Act in 1933, did unionism among rubber workers make appreciable headway. The formation of the United Rubber Workers, in September 1935, consolidated and extended the organizational gains made after passage of the act, and today the union has a membership of 65,000, about one-half of the total employees in the industry. In June 1939, the union had 56 signed agreements covering all important firms except the Goodyear Tire & Rubber Co., and even in that firm there are a considerable number of union members. Union organization was at first centered in Akron, the home of most of the larger rubber companies. More recently the union has extended its organization efforts to other areas in order to raise wage standards to the Akron level and so prevent decentralization undertaken by the industry to obtain lower labor costs. The provisions of 54 of the union's agreements are summarized in the article on page 604.



# MONTHLY LABOR REVIEW

FOR SEPTEMBER 1939

---

## SOCIAL INSURANCE IN LATIN AMERICA

By ANICE L. WHITNEY, *Bureau of Labor Statistics*

### *Summary*

ALTHOUGH social insurance is a quite recent development in the United States, dating in large part from the Social Security Act of 1935, most European countries have had compulsory or voluntary insurance systems in operation for many years, and in certain of the Latin American republics laws dating as far back as 1919 have provided for compulsory insurance for old age and invalidity for special industrial groups. The past decade has seen a considerable extension of the insurance principle in Latin America. At the present time, according to information available to the Bureau of Labor Statistics, with the exception of Venezuela, all the South American republics (Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru, and Uruguay), as well as Cuba and Panama, have one or more compulsory insurance systems in operation covering varying proportions of the working population.<sup>1</sup> The present article summarizes the provisions of the social-insurance systems in these countries, with the exception of workmen's accident compensation. Provision for compensation for industrial accidents is found in all of these countries except Haiti and is almost universally accepted in principle; for the latter reason it has not been covered here.

Since inclusion of agricultural workers under social-insurance systems always involves administrative difficulties, this group which predominates in Latin America does not yet benefit under most of the systems established. Home workers and domestic servants as well as agricultural workers are, in general, not covered, although the Chilean wage earners' system includes agricultural workers and domestic servants and the Peruvian system covers home workers. Also, it may be noted that four countries—Ecuador, Panama, Peru,

<sup>1</sup> Some form of social insurance (mainly pension systems) for one or more groups of civil-service employees is in force in 16 Latin American countries, but because of the special nature of government employment, which usually implies a fair amount of security of tenure in office, these systems have not been included in this article.



and Uruguay—have a single system covering commercial and industrial employees and workers and Brazil has covered these two groups in separate laws.

The development of social insurance in Latin America was at first along the lines of the provision of benefits for retirement because of old age or invalidity, including benefits for the survivors of insured persons, and it is mainly in the past few years that provision has been made in the insurance laws for the risks of sickness and maternity. There are 31 compulsory insurance systems in the 11 countries enumerated above. Of these, 28 provide for old-age retirement; 23 for retirement for invalidity of any type; 10 provide specifically for disability arising from the employment; 26 for survivors' pensions; 14 for death or funeral payments; 11 for sickness insurance; and 8 for maternity insurance.

The old-age retirement systems provide for retirement upon reaching a specified age or upon the completion of the prescribed service or contribution period. The invalidity pension is based on the old-age retirement benefit and in a few cases is equal to that benefit, but in the majority of cases is a stated percentage of the ordinary retirement benefit, which varies in the different systems. Nearly all the systems grant benefits to dependent survivors of insured persons based on the pension rights of the insured.

Benefits in case of sickness of insured members and in some cases of members of the families include cash benefits or medical, surgical, and hospital benefits, or both. All the Brazilian systems provide such benefits, but the expenditures for sickness are limited to a certain proportion of the revenues of the funds. In some of the systems the provision of medical care for members of the families of insured persons is dependent on the payment of an additional contribution. A fairly wide coverage of the sickness risk is afforded by the Chilean Preventive Medicine Act, which covers the different social-insurance schemes in the country and extends the public health services. This act, passed in 1938, was motivated by the prevalence of certain serious diseases for which adequate care was not available or was not being obtained by the majority of the workers. The law, which emphasizes the necessity for early detection and treatment of potentially serious diseases, will necessitate a considerable extension of the medical services of the country. The Ecuadorean and Peruvian wage earners' systems also provide for general and special medical care for their members.

The importance of maternity protection has been recognized by special laws covering woman workers in industry and commerce in Argentina and Cuba, and also the wives of insured workers in Cuba, and by the provision of maternity benefits in several of the systems

for special industrial groups. These systems provide for enforced rest before and after childbirth, medical attention, and cash benefits.<sup>2</sup>

Continuance of the insurance on a voluntary basis after liability to compulsory insurance ceases is allowed in the Brazilian systems and in the wage earners' systems in Chile and Peru, while in Ecuador all persons under the age of 45 years, who are not compulsorily insured and whose application for membership is accepted after a medical examination, may insure on a voluntary basis. In Brazil it is required that notification of the intention to continue the insurance must be made within 30 days of leaving insurable employment. Insurance taken out voluntarily provides an invalidity pension and survivors' pensions, but not a retirement pension for length of service or on attainment of a prescribed age. Insured persons in Chile whose wages or incomes increase beyond the maximum fixed for compulsory insurance may continue their insurance, as long as double that maximum is not exceeded. In the Peruvian system, groups not yet covered by the law and persons who have ceased to be compulsorily insured may insure voluntarily against the risks of sickness and maternity alone, or, in addition, by paying a higher contribution, for old age, permanent invalidity, and death.

In general, the insurance systems follow the principle of dividing the risks between employers and employees, with the State also contributing in all but 12 systems. Only two of the retirement systems—the Colombian railway and streetcar workers' system, and the Panamanian commercial and industrial employees' system—require the employers to bear the entire cost. In nearly half of the systems the enterprises match the insured members' contributions, and in several cases the employers' contribution is double that of the insured.

In only a few cases, so far, has action been taken to protect workers against the risk of unemployment. The Uruguayan pension fund for industry, commerce, and the public services provides for dismissal and unemployment benefits based on the pension rights of insured persons. For persons over the age of 40 years, dismissal benefits equivalent to the pension to which they would have been entitled on the basis of service are payable indefinitely and become, in effect, a retirement pension if unemployment continues, but for persons under 40 years of age, benefits equal to 2 percent of the pension due for 30 years' employment in respect of each year's approved employment are payable for a maximum of 2 years.

In addition to the systems now in operation, action looking toward the establishment of social insurance has been started in Colombia and Mexico. Colombia enacted a compulsory savings law in March

<sup>2</sup> General maternity protection for working women, providing that they shall be entitled to a statutory rest period without fear of dismissal, and, in some cases, for a certain amount of care, is provided by general laws in 17 Latin American countries.

1936 which went into effect July 1, 1937, but was suspended by congressional action on July 21, 1937. On the same day a bill was introduced providing for a general system of social insurance for wage earners. This bill was passed by both branches of the legislature, but was not approved by the President because of certain amendments which were not regarded by him as satisfactory. The subject is still under consideration, however. A general social-insurance bill was introduced in the Mexican Parliament in the fall of 1936 but has not been passed. Under the Mexican Labor Code, pension systems may be established under collective agreements, and if such provisions are included in an agreement it becomes compulsory for the industry in the area covered by the contract. Such agreements have been put into effect in the rubber and petroleum industries. A compulsory savings fund is in effect for Bolivian wage earners; from this fund depositors may withdraw their savings because of invalidity, old age, and unemployment.

Old-age assistance or relief is provided by local laws in the Provinces of Cordoba, Mendoza, and San Juan in Argentina, and in Uruguay. These laws provide only for the payment of small monthly allowances to citizens, or other persons fulfilling the residence requirements, who are either completely indigent or with very limited means, and they cannot, therefore, be classed as insurance systems.

Further details regarding the several social-insurance systems in Latin American countries are given in the following pages. In this connection it may be noted that the present report is based upon material furnished by the United States consuls in the countries concerned,<sup>3</sup> supplemented by various official publications of the countries having insurance systems and by publications of the International Labor Office.

### *Scope of the Systems*

The risks covered by the 31 insurance systems include retirement for old age and invalidity, payments to dependent survivors of insured persons, funeral benefits, and sickness and maternity benefits. The groups covered, the type of benefits, and the contributors to the systems are shown in table 1. The types of systems and the contributors are indicated in the table by "X".

For reasons previously noted, workmen's accident compensation systems are not included in this article.

<sup>3</sup> The consular officers furnishing reports and their station of duty at the time of report were: Clifton P. English, vice consul, Buenos Aires, Argentina; Andrew E. Donovan, 2nd, vice consul, La Paz, Bolivia; Richard D. Gatewood, vice consul, Rio de Janeiro, Brazil; Edward A. Dow, consul general, John B. Faust, consul, and Sidney N. Milliken, clerk, Santiago, Chile; Thomas J. Maleady, consul, Bogota, Colombia; Willard L. Beaulac, chargé d'affaires ad interim, Coert du Bois, consul general, and W. N. Walmsley, consul, Habana, Cuba; Frederick L. Royt, vice consul, Guayaquil, Ecuador; Dudley G. Dwyre, consul general, Panama; Howard D. Clum, consul general, and Mason Turner, consul, Callao-Lima, Peru; and Augustin W. Ferrin, consul, Montevideo, Uruguay.



TABLE 1.—*Latin American Countries Having Specified Systems of Social Insurance*

Country, groups covered, and date of original law	Type of benefits							Contributions by—		
	Old age	Inva-lidity (gen-eral)	Dis-ability arising from duty	Sur-vi-vors	Death or fu-neral	Sick-ness	Ma-ter-nity	Em-ploy-ees	Em-ploy-ers	Gov-ern-ment
Number of systems.....	28	23	10	26	14	11	8	29	31	19
Argentina:										
Railway employees and workers, 1919.....	X	X	X	X				X	X	X
Public-utility employees and workers, 1921.....	X	X	X	X				X	X	
Bank employees, 1929.....	X	X	X	X				X	X	
Industry and commerce, 1934.....							X	X	X	X
Journalists, Province of Cordoba, 1938.....	X	X	X	X				X	X	X
Bolivia:										
Bank employees, 1926.....	X		X	X				X	X	
Journalists, 1938.....	X	X		X	X			X	X	X
Railway and streetcar employees and workers, 1938.....	X	X		X				X	X	
Printing workers and employees, 1938.....	X	X		X				X	X	X
Brazil:										
Public-utility employees and workers and miners, 1931 and 1932.....	X	X		X		X		X	X	X
Maritime workers, 1933.....	X	X		X	X	X		X	X	X
Bank employees, 1934.....	X	X		X	X	X	X	X	X	X
Commercial employees, 1934.....	X	X		X	X	X	X	X	X	X
Stevadores, 1934.....	X	X		X	X	X		X	X	X
Transport and loading and warehouse workers and employees, 1934 and 1938.....	X	X		X	X	X	X	X	X	X
Industrial employees, 1936.....		X		X	X	X	X	X	X	X
Chile:										
Wage earners, independent workers, domestic workers, and agricultural workers, 1924; preventive medicine, 1938.....	X	X		X	X	X	X	X	X	X
Mercantile marine officers, 1937.....	X	X		X	X	X		X	X	
Colombia: Railway and streetcar employees and workers, 1932.....	X								X	
Cuba:										
Maritime wage earners and employees, 1927.....	X	X		X				X	X	X
Railway and street-railway workers and employees, 1929.....	X		X					X	X	
Industrial and commercial workers, 1934.....							X	X	X	
Bank employees, 1938.....	X	X		X				X	X	
Journalists, 1935.....	X	X	X	X	X			X	X	X
Ecuador:										
Bank and railway employees, 1928.....	X		X	X	X			X	X	
Industry and commerce, 1935.....	X	X	X	X	X	X		X	X	X
Panama: Commercial and industrial employees, 1931.....	X								X	
Paraguay: Railroad employees, 1926.....	X	X	X	X				X	X	
Peru: Commercial and industrial employees and wage earners and home workers, 1936.....	X	X		X	X	X	X	X	X	X
Uruguay:										
General industry, commerce, and public utilities, 1919.....	X	X		X	X			X	X	X
Bank employees, 1925.....	X			X	X			X	X	X

### Coverage

Many of the insurance systems have a much wider coverage than is indicated by the name of the system, and the classes of workers or occupational groups subject to compulsory insurance are therefore enumerated below for the different countries. The latest reports available on the number of members of the insurance funds are also given.

*Argentina.*—The railway workers' superannuation and pension fund covers workers and employees of the railway systems, including the State railroads; port and warehousing enterprises which have railway lines within their premises; the central produce market; cable roads; medical officers, dentists, and other employees of the mutual-aid societies which render service to the railroads; and employees of the pension fund. The law passed in 1919 was last amended in 1934, changing the regulations governing retirement for age and disability and increasing the contribution of the members to protect the solvency of the fund. The average number of insured persons in 1937 was 148,426.

The employees of all privately owned banking enterprises are subject to compulsory retirement insurance, while official or semiofficial banks of the Provinces or municipalities may avail themselves of the benefits of the law if their representatives and the majority of their employees request it. In such cases the entire personnel of the bank must be included. No benefits are payable, however, until 3 years after such affiliation. The law passed in 1929 has not been amended. In 1936, 9,815 employees were covered by the insurance.

The permanent personnel of private streetcar, telephone, telegraph, gas, electricity, water, public-health, and radio-telegraph companies organized under the authority of the Argentine National Government or the municipality of Buenos Aires are insured under the public utility employees' and workers' retirement law. The law, passed in 1921, has not been changed. The latest statistics available are for the year 1937, at which time the membership was 44,340.

The pension system for journalists, created in Cordoba in 1938, is compulsory for all persons employed by firms publishing dailies in the Province, including managers, editors, directors, correspondents, reporters, and the administrative and production staffs, if they are paid by the month or if their daily or hourly earnings or piece rates can be computed on a monthly basis. The 42 publishing firms in Cordoba employed 233 salaried employees and 294 operatives, according to the latest statistics of employment. In July 1939 a law was passed by the Argentine Congress providing for the establishment of a general pension system for journalists. The law, as passed, provides only for the financial basis of the pension fund, but it is stipulated that a plan of benefits must be drawn up for congressional approval by July 1940.

The compulsory maternity-insurance scheme covering woman workers in Argentine industry and commerce became effective September 10, 1936. In 1937 the number of insured women was 155,933.



*Bolivia.*—The law establishing the bank employees' pension system passed in 1926 has not been amended. There are no data on the number of members of the fund.

The pension system for workers and salaried employees in the service of railway and streetcar companies and allied undertakings was established only in 1938 and no data are available, therefore, on the number of members of the insurance fund. All the principal railway lines except one are operated by foreign companies, and all these companies, whether domestic or foreign, are covered by the law.

The compulsory pension scheme for journalists established by decree in May 1938 includes professional workers employed on the editorial or administrative staffs of newspapers, periodicals, reviews, etc. Benefits under the system were payable to insured persons as of May 1, 1939, and to survivors from January 1, 1939.

A law passed in November 1938 provided for compulsory invalidity, old-age, and survivors' pensions for all wage-earning and salaried employees in the printing trades. The insurance system does not apply to the Provinces of Santa Cruz, Beni, and Pando.

*Brazil.*—The first uniform pension legislation was adopted in October 1931, although two pension systems—one for railway workers and one for employees of navigation companies and port services—had been in operation since 1923 and 1926, respectively. The 1931 law superseded these earlier laws, however, and a system was created for employees of railway, harbor, and other public-utility enterprises in 1931 and was extended to cover miners in 1932. At the end of 1936, 87,519 public-utility workers, 148,910 railway workers, and 14,954 port workers were members of the fund.

In 1933 a new law established an Institute for Maritime Workers, covering all workers and employees of all maritime, river, and lake navigation services and the fishing industry with the exception of those in the Government service. Optional membership was allowed to employees of Brazilian navigation companies abroad, foreign employees of navigation companies in Brazil, employees of cooperatives serving the companies, teachers in schools for the children of employees of navigation companies, physicians and druggists employed by the Institute, as well as employees of the Institute. Members in the last four categories are required to pay a double contribution. The membership at the end of 1936 was 45,952.

All bank employees became subject to compulsory insurance for old age and invalidity by a law passed in 1934. The members at the end of 1936 numbered 13,578.

Commercial employees covered by the social-insurance law of 1934 numbered 450,000 in 1938.

The stevedores' retirement system established in 1934 covers all workers engaged in moving goods and merchandise between ship and

shore. Nonunion stevedores and teachers in schools maintained for members' children may belong to the fund if they pay double contributions. At the end of 1936 there were 13,694 members of the fund.

The system for coffee warehousemen established in 1934 was enlarged and amended in 1938 to include persons employed in warehouses of every kind and in loading and unloading in connection with warehouses, and persons employed in road transport of passengers and goods, including taxi drivers and garage workers. No data are available on the present membership of the fund.

The Institute for Industrial Employees, established in 1936, but not going into operation until January 3, 1938, covers all workers engaged in manufacturing operations, employees of industrial unions, and employees of the Institute. A recent report showed there are 900,000 insured members.

*Chile.*—An insurance system established for wage earners by a law passed in 1924 as amended in 1936 provides for compulsory insurance against sickness, invalidity, and old age for all persons under the age of 65 who ordinarily have no income or means of subsistence other than their salaries and wages, provided their earnings do not exceed 12,000 pesos a year. In addition to industrial employees the system covers apprentices; independent workers such as artisans, craftsmen, small merchants, and peddlers; agricultural workers; crews of the merchant marine; and domestic servants. Exceptions are made for members of mutual-aid societies which provide benefits equal to those under the law, and while the law makes no exception in regard to salaried workers, the law establishing a provident fund for these workers does exempt them from insurance under the system for wage earners. The membership of the fund in June 1938 was 1,380,000. The Preventive Medicine Act, passed in January 1938, in addition to services of a public-health character, provides for an extension of the health services of the wage earners' fund, the salaried employees' provident fund, and other pension funds.

Compulsory insurance was established in 1937 for officers and other nonmanual ratings in the Chilean mercantile marine who had formerly been members of the salaried employees' provident fund. The risks covered are old age, invalidity, death, sickness, and unemployment. About 4,000 persons are covered by the insurance.

*Colombia.*—The railway workers' pension law, passed in 1932, covers salaried and wage-earning employees of national and other railway lines, streetcars, and cable cars. No data are available on the number of insured workers.

*Cuba.*—The law establishing a retirement fund for maritime workers, passed in 1927, was amended in 1938. The insurance covers all employees and workers permanently or temporarily employed in

maritime or river transport work or trade, including river or lake products or raw materials, shipyards, drydocks, bathing establishments, etc.

Railway and street-railway workers and employees are covered by a retirement law passed in 1929; all employees of institutions devoted exclusively to banking operations and all employees of the retirement fund are covered by a law passed in 1938; and a retirement law of 1935 for journalists covers editors, reporters, and similar workers employed on newspapers or magazines whose salaries are not less than 50 pesos per month in Habana nor less than 30 pesos in other localities. No data are available on the number of workers covered by these systems.

The maternity-insurance system for industrial and commercial woman workers was established in 1937.

*Ecuador.*—The bank and railway employees' retirement system was established in 1928, and the system for commercial and industrial employees and workers in 1935. The latter system was put into effect gradually, as industries joined the system only after being instructed to do so by the National Institute of Welfare. The number of members in March 1938 was approximately 78,000.

*Panama.*—A law passed in 1931 provides that employers in industry and commerce must provide pensions for employees retired after 20 years' service. There is no central fund and there are no statistics relative to the number of employees covered.

*Paraguay.*—The retirement annuity and pension fund for railway employees, established in 1926, covers railway employees and workers and employees and workers in ports, and in restaurants, confectioneries, etc., maintained in connection with the railway system.

*Peru.*—The social-insurance law against the risks of sickness, maternity, invalidity, old age, and death was passed in 1936 and was amended by a law of February 23, 1937, and a decree of the same date, becoming effective for the payment of contributions on March 1, 1937. The system is compulsory for all persons of either sex between the ages of 14 and 60 who ordinarily work for an employer and whose annual earnings do not exceed 3,000 gold soles. The law covers apprentices, even though they receive no wages, and servants employed in commercial, industrial, and similar establishments, and home workers. Domestic servants and independent workers are temporarily excluded from the system. So, also, are small industrialists, shop owners, artisans, agriculturalists, etc., if they do not employ more than 5 workers or pay them more than 200 soles monthly nor themselves earn more than 3,000 soles a year; if they do not come within these qualifications they are subject to the act as employers. At the end of 1938 the insured membership was 238,200.



*Uruguay.*—The general workmen's retirement system created in 1939 covered workers in public utilities—railways, telephone and telegraph, street railways, waterworks, and gas works. The coverage was extended in 1922 and 1926 to employees and workers of mutual medical assistance associations, workers in dikes, docks, shipyards, and privately owned electric plants, and pilots. In 1928 industrial workers and journalists and workers in the graphic arts, and in 1934 chauffeurs, workers in other transportation enterprises, handlers of cattle and drovers permanently employed in the Montevideo stockyards, commercial and industrial groups not formerly covered, and employers personally engaged in the direction of their establishments, were included. It was estimated in 1937 that 150,000 persons were covered by the insurance.

The bank employees' benefit fund covers employees of banking institutions and of the stock exchange. The system covered 3,417 persons at the end of 1936.

### *Contributions*

Contributions in all the systems (except the Colombian railway and streetcar workers' system and the Panamanian system for workers in commerce and industry which are maintained by the employers alone) are assessed on the basis of the income of the members, a certain percentage of the wages or salary being fixed, with, in most cases, a maximum amount on which contributions are payable. The percentages for members range in the majority of cases between 3 and 5 percent, although the contribution is as low as 1 percent in one case—bank employees in Bolivia—and is 1.5 percent for the Peruvian commercial and industrial employees' and workers' system. In the upper range, bank employees in Brazil pay 8 percent on salaries of 1,000 to 2,000 milreis per month and several of the other systems in Brazil provide that contributions up to 8 percent may be required if the financial condition of the individual funds require it. The highest employee-contribution rate in any system is found in the mercantile-marine system in Chile, in which the contribution amounts to 10 percent of the monthly salary. This system covers officers and other non-manual ratings in the service.

In addition to the monthly or weekly contributions, about one-third of the systems require an entrance fee of 1 month's pay. This fee is payable in monthly installments, the length of time allowed for payment ranging from 10 months to 60 months. The entrance fee in one case is half the first month's salary and in one case 30 percent of the salary or wage. About a third of the systems also require the members to contribute the amount of the first month's increase in pay, and 4 require half of the first month's increase.

In nearly half of the systems the enterprises match the insured members' contributions while of the remainder, in all but a few cases in which the ratio cannot be determined as the contribution is based on certain variables such as profits and sales, and one case in which the percentage is lower, the contributions of the enterprises are greater than those of insured persons.

The Government makes no contribution to 12 of the systems; in 2 cases the Government pays a smaller percentage than the insured persons or employers; in all the Brazilian systems the State subsidy is equal to the amount paid by the insured members of the funds; and in the remaining cases the amount of the Government contribution is not reported. In the majority of the systems to which the Governments contribute, the payments are derived from special taxes.

The special maternity system for industrial and commercial woman workers and employees in Argentina is maintained by equal contributions by the insured, by the employers, and by the State, while in a similar system in Cuba, financed by employers and workers, the employers pay double the rate paid by the insured.

### *Benefits*

#### AGE AND SERVICE REQUIREMENTS

Retirement pensions are paid by all but one of the insurance systems covered in the report upon the attainment of a specified age and the completion of a required qualifying period. The one exception is the industrial employees' and workers' system in Brazil which provides for retirement for invalidity, but does not provide for retirement for age. About half of the insurance systems allow retirement at 50 or 55 years, although in two cases retirement is allowed at the age of 45 with 25 years' service, while in several cases the retirement age is 60. There is a considerable range also in the service period required. Of 22 systems which specify a service limit, 9 require 30 years' service; 7, 25 years; 5, 20 years; and 1, 15 years. Voluntary retirement is allowed in more than half of the systems for persons of a specified age who have had a minimum period of service or who have reached the ordinary retirement age without having completed the number of years of service entitling them to a full pension. Several systems provide for the repayment of contributions, with interest, to persons forced to retire before the completion of the minimum service period.

Invalidity pensions are paid by 23 of the systems and 10 specifically provide for payments for disability incurred in the line of duty. Service periods of 5 and 10 years are the most usual requirements for the payment of invalidity pensions, but there is usually no required period of service for duty disability.



Twenty-six of the systems provide for payment of pensions to the survivors of an insured person. The persons entitled to these payments are usually the surviving wife (or husband), sons, usually up to the age of 18, and unmarried daughters and sometimes unmarried sisters up to the age of 21 or 22, unless incapacitated. In several instances dependent parents are also included. The amount of the pension payable to survivors is usually dependent on the service period of the insured person. The minimum service period required is specified in several laws and in these cases is either 5 or 10 years, with usually the payment of a fixed sum or the return of contributions for service under the required number of years. In only a few cases is there any service requirement for the payment of a funeral benefit.

The service or contribution requirements for the payment of sickness benefits vary greatly in the 11 systems paying such benefits. In 4 cases there is no special requirement; 2 require 2 years' contributions; 2, 1 year's contribution; 1, 6 months' membership; 1, 4 weeks' contributions during the 120 days prior to sickness; and 1 is dependent upon the insured person having an annual medical examination.

There is, also, no uniformity in the provisions governing the 8 systems which pay maternity benefits. The required membership is 2 years in one case and 18 months in another, while one system required the payment of contributions for 9 months or for 8 periods of 3 months in 3 years preceding confinement; one requires the payment of 5 months' contributions during the 2 years preceding confinement by the insured woman or 10 months' contributions by the husband; and one requires 4 weeks' contributions during the 180 days prior to confinement. In two systems no qualifying period is required and in one case the required period is not reported.

#### PENSIONS AND DEATH BENEFITS

*Old age.*—Retirement benefits for old age are usually based on the average wage or salary for a specified number of years. The most frequent basis for the computation of the pension is the average salary or wage for the last 5 years. In several instances the basis is the average for the last 3 years, in one case it is the last 15 years, in another it is the average for the entire period of service, and in still another case the pension is based on the highest annual earnings.

Eight of the systems pay full wages or salary at attainment of the retirement age after completion of the required period of service; 8 of the systems pay a percentage of the average wage or salary which varies in the different systems from 60 to 90 percent; and 1 each pays 2.5 percent and 3 percent of the wage multiplied by the years of service. In the other systems the pension is based usually on age, length

of service, and average wage, with a fixed maximum and minimum. The payments to persons retiring voluntarily range from 2 percent of the pension for each year of service to 96 percent of the pension, in one case, for 24 years' service.

*Invalidity.*—The payment for retirement on account of invalidity is the same as the amount of the ordinary pension in one system each in Brazil, Chile, and Cuba. In several of the systems it is a percentage of the pension or the average annual wage or salary multiplied by the years of service, these percentages generally ranging from 3 to 5 percent. In one case each, the invalidity benefit is 40 percent of the ordinary benefit; 40 percent of the average wage; half the last month's wage for a period equal to the years of service; half the highest wage in two consecutive years, with a fixed maximum and minimum; 50 to 70 percent of the average wage according to length of service; 50 percent of the average pay for less than 5 years to full pay for over 10 years' service; 60 percent of average salary or wage during last 5 years; and 80 percent of the average wage or salary.

*Survivors.*—In approximately half of the systems providing pensions for survivors upon the death of the insured person, the pensions amount to one-half of the amount of the pension payable to the deceased. In several instances the law specifies that the widow shall receive one-half and the other surviving dependent relatives one-half of the amount of the pension. The four systems in Bolivia pay a lump sum of 6 months' salary for 5 years' service, increasing to 30 to 60 months' pay for 25 or 30 years' service; in Peru the system for commercial and industrial workers pays a lump sum of 33 percent of the last annual pay; and in one system each in Chile and Ecuador, the insured person's contribution is returned to the heirs. In one system in Chile 30 percent of the wage or salary is paid after 5 years' service, increasing by 1 percent for each additional year of service; and in one Brazilian system 60 percent of the pension is paid if there are three or more dependent children. In one system in Cuba 60 percent of the pension is paid to the widow if there are no children, increasing to full pension for four or more children, and in another system in the same country 75 percent of the pension is paid.

*Death.*—The payments for funeral expenses consists of fixed sums in half of the systems. In one case 1 month's salary is paid for each year of service for insured persons with less than 10 years' service; two systems pay 2 months' wages; one system pays 1 month's wage; and in one case, for employees with less than 10 years' service, a lump-sum payment of 3 months' salary is made plus one-half of the difference between 3 months' salary and the total amount of contributions.

## SICKNESS BENEFITS

Benefits are payable to members and in some cases to members of their families in case of sickness by all the Brazilian funds, by the wage earners' and the mercantile marine funds in Chile, by the industrial and commercial workers and employees' fund in Ecuador, and by the general industrial and commercial employees' and workers' fund in Peru. Three of the Brazilian funds provide for medical treatment and for hospital care. In one case, however, that of the Institute of Commercial Employees, the provision of these services is dependent upon the payment of additional contributions by both members and firms affiliated with the Institute, and all contracts for such services must be approved by the administrative board of the Institute. In the other systems in Brazil a cash benefit may be paid after 1 month's illness in two funds, or after a fixed number of contributions have been paid in the remaining funds. In all the Brazilian systems, however, the statutes limit the expenditures for medical aid to a specific percentage of the revenues—at present 10 percent.

The Chilean wage earners' system provides medical treatment, medicines, and hospital care for 26 weeks, with a possible extension to 52 weeks for insured members of the fund. Also, after 5 days, a cash benefit is payable for the duration of the sickness amounting, for insured persons with dependents, to full wages for 1 week, one-half wages for the second week, and one-fourth wages thereafter. If there are no dependents, the cash benefits are one-half of these amounts. If medical and pharmaceutical care is provided for the members of the families of insured persons, an additional contribution of 5 percent of earnings is required from the insured. The medical personnel in June 1938 included 711 doctors, 90 pharmacists, 113 dentists, 69 health visitors, 173 midwives, and 700 medical assistants.

A system of preventive medicine for persons covered by the different social-insurance schemes in Chile was established by an act of January 31, 1938. The measure was intended to secure the early detection and treatment of such diseases as tuberculosis, syphilis, heart disease, etc., since it had been found that many insured persons failed to seek medical advice until cure was impossible or was attained only after prolonged and costly treatment. Preventive benefits are available to all workers contributing to social insurance and provident institutions which are under the supervision of the Minister of Health, Welfare, and Social Assistance. The institutions covered include the compulsory insurance fund which administers the scheme of social insurance for wage earners, the salaried employees' provident fund, the national fund for public officials, and about 30 provident funds for municipal employees, bank staffs, etc. As medical services capable of carrying out the preventive and curative work are somewhat limited



in the insurance and provident institutions, with the exception of the compulsory insurance fund, the law provides that all organizations which maintain suitable medical services shall perform this work for organizations lacking these facilities.

The regulations governing the Preventive Medicine Act, issued in May 1938, provided that the various organizations must either establish adequate medical services or form combinations to operate a joint service or may contract with an institution (in particular, the compulsory insurance fund) which already possesses a medical service. The institutions are authorized, either singly or jointly, to provide rest homes, vocational retraining centers, farm colonies, recreation centers, and holiday colonies. The regulations provide for the extension of the medical benefits to the families of insured persons, treatment to be given either by the institutions or in case of certain diseases by the doctors of the public assistance and public health services. All persons who are insured are required to have a health examination at least once a year and more often when it is considered necessary. They also have the right to request additional examinations, which are free of charge if an interval of over 6 months has elapsed since the last examination. The physical examinations are held at the place of employment after working hours and are made by a group of doctors and assistants, appointed by the management committees of the organizations concerned. If the examination reveals tuberculosis, syphilis, cardio-vascular disorder, or occupational disease, the insured person is immediately given treatment which, if necessary, is accompanied by preventive rest. For other physical disorders treatment is provided by the institution to which the insured person is affiliated, according to its ordinary rules.

Special preventive-medicine committees, consisting of at least three doctors, including a tuberculosis specialist and one appointed by the managing committees of the institutions concerned, decide whether or not preventive rest is needed. Such rest may be either partial or total, and may be prescribed for any period up to 1 year and may be renewed. When the preventive rest is partial, the insured person works half time, receiving one-half of his wages from his employer and one-half from the insurance institution. Total preventive rest involves abstaining from all work and in such cases the entire wage is paid by the insurance institution. The rest and medical treatment is prescribed for cases in which it seems probable that either total or partial rest, combined with proper care, will lead to recovery or to prolongation of the working life of the individual. The program of preventive medicine is financed by a special tax on wages and salaries of employees, levied on the employers.

In Ecuador the insurance fund for wage earners provides sick benefits consisting of medical, surgical, and dental treatment and

hospitalization for members earning less than 3,000 sucres, and for insured persons earning over this amount reduced rates for such treatment are provided. Medical benefits, including medical, surgical, and dental treatment, are payable after 6 months' membership and may be paid during a maximum period of 3 months for the same illness. Cash benefits are paid to insured persons earning less than 2,400 sucres annually, when facilities for rendering medical aid are lacking, and amount to one-half the amount of wages received by the insured. An additional contribution is required for the provision of medical care for the families of the insured. The medical department provides a certain amount of preventive care in addition to the curative services. The fund has 3 preventive dispensaries and 17 polyclinics and has contracts for the treatment of its members with 10 hospitals including 8 public institutions. It employs 30 doctors, 14 dentists, and 30 nurses. Physical examinations are given in connection with the program of preventive medicine, and attention is given also to the living conditions of the workers.

The Peruvian wage earners' system provides for general and special medical attendance, medicines, and hospitalization and sanatorium treatment. A cash benefit equal to 50 percent of the wage of the insured person is paid for the first 4 weeks of sickness and 40 percent in the following weeks. The sickness benefits are payable for a period of 26 weeks and may be prolonged to 52 weeks in sickness of long duration. General and special medical assistance and pharmaceutical supplies are furnished to the uninsured wife and minor children of insured persons on payment of additional contributions of 2 percent of wages during the first 3 years of affiliation and 1 percent thereafter.

#### MATERNITY BENEFITS

Maternity insurance is provided for woman workers in industry and commerce in Argentina and Cuba by special laws; while four of the systems for special occupational groups in Brazil, the general wage earners' insurance law in Chile, and the system for commercial and industrial employees and workers in Peru, provide maternity benefits for their members.

In Argentina a maternity fund was created by a law passed in 1934 covering all woman employees between the ages of 15 and 45 in commercial or industrial establishments. Under this act the employment of women in such establishments is prohibited for 30 days before and 45 days after confinement, and during this statutory rest period a woman may not be dismissed from her post. Insured women are entitled to free attendance by a doctor or midwife and an allowance equal to their full earnings, but not less than 75 pesos nor more than 200 pesos during the rest period.



The general Cuban system, covering all workers except those in agriculture, provides cash and medical benefits for insured women, and for an insured man, either a lump-sum benefit or free medical attendance for his wife, if the required contributions have been paid. The cash benefit is payable to an insured woman who abstains from work during the 6 weeks before and the 6 weeks following confinement; the rate of benefit is fixed at the actual wage of the woman, with a minimum of 1.25 pesos a day and a maximum of 4 pesos. Insured women are also entitled to free attendance by a doctor or midwife and are required to go to a maternity hospital, if one has been provided under the scheme, and it is within a convenient distance.

The Brazilian system for bank employees pays one-half of the average wages in the last 6 months for 4 weeks before and after childbirth, with a maximum of 100 milreis a week. An insured man whose wife is not working receives a bonus of 20 percent of his salary for the same period, with a maximum of 50 milreis a week. The benefits for commercial employees are the same as for bank employees, with the exception that the maximum weekly benefit is 75 instead of 100 milreis. The payment of maternity benefits, both cash and hospital care, by the warehouse workers' fund is optional and, if paid, supplementary contributions may be required. The rate of benefits for industrial workers is not reported.

The wage earners' insurance fund in Chile pays one-half of wages for 2 weeks before and 2 weeks after confinement and 25 percent of wages thereafter for a maximum of 8 months as a nursing bonus.

Women insured under the Peruvian commercial and industrial employees' and workers' system are entitled to maternity benefits consisting of general and special medical attention, hospital care, and medicines; a cash benefit equal to one-half the average daily salary or income for 36 days prior to and following confinement, if all paid work is given up during both periods; and, beginning on the date of the birth and for a maximum period of 8 months, a nursing bonus equal to 25 percent of the average daily salary or income payable either in cash or in milk tickets. Wives of insured members who have paid additional contributions for family insurance are entitled to obstetric attention.

### *Administration*

The insurance funds are in general administered by autonomous bodies on which employers and employees have equal representation and with an impartial chairman who is frequently either a representative of, or is appointed by, the Government. The terms of the members, where reported, vary from 2 to 6 years and in several instances fees are paid to the members for attendance at the sessions.

In Argentina and Bolivia there is no central supervising body, but in three of the systems in Argentina the chairman is appointed by the President of the Republic, and in one of the Bolivian systems a representative of the Ministry of Labor is a member of the board, and in another the chairman of the advisory council is appointed by the Government.

All the insurance systems in Brazil are supervised by the National Labor Council. The Council has 18 members appointed by the President of the Republic, 4 of whom are officials of the Ministry of Labor, 6 specialists in labor matters, and 4 representatives each of employers and of employees. The public-utility employees' system has separate funds for each enterprise, but the other systems are organized on an occupational basis for the entire country. Decisions by the administrative boards of any of the funds may be appealed to the National Labor Council.

The law governing the wage earners' insurance system in Chile is administered by a board controlling a central fund and local funds established in the capitals of the Departments. The direction and administration of the local funds are controlled by a directive council of nine members, representing employers, workers, and the Government. The council includes the Minister of Health, Welfare, and Social Assistance, a managing director, three representatives each of employers and of employees, and one representative of physicians.

General jurisdiction over social insurance and problems relating to the health and working and living conditions of the working classes in Cuba is given to the Social Security Institute established by a decree-law of 1936. The Superior Labor Council, the Superior Social Security Council, and the Institute for the Rehabilitation of Disabled Workers are integral parts of the Institute, which was formed to meet the need for an organization to coordinate and supervise health and welfare activities. The Institute is given a wide scope of activity, among its duties being to study and recommend legislation on subjects of retirement, pensions, savings, old age, child labor, woman labor, etc. The Institute is governed by a board of 20 members representing the Government, scientific and professional organizations, and industrial and agricultural associations. Separate boards are appointed to deal with specific subjects. The members of the various boards are to be appointed by the associations or organizations which they represent, but in order to expedite the organization of the Institute the first members were appointed by the Government. They are to hold their positions for a term of 6 years. The actual administration of the different insurance funds is in the hands of boards representing employers and workers and, in two cases, the

Government. The maternity system is administered by a central committee and by provincial committees representing employers' and workers' organizations, and public health doctors.

Under the Social Security Act of 1935 in Ecuador a National Institute of Social Welfare was established for the purpose of setting up compulsory social insurance and stimulating voluntary insurance. The direct administration of the general system is through the pension fund created in 1928 and similar funds of later date.

The commercial and industrial wage earners' system in Peru is administered by the National Social Insurance Fund which has a directive council of nine members, including three representatives of the Government, 2 each of employers and of employees, 1 physician, and a general manager.

Pension systems in Uruguay are under the direction of the Retirement and Pension Institute, which is governed by a directorate of seven members appointed by the Government.

### *Use of Funds for Loans*

In several of the insurance systems, part of the surplus resources of the funds may be used either in individual loans to members, usually for the purchase or construction of homes, or for Government housing projects. The regulations of three systems in Argentina provide that 40 or 50 percent of the reserves may be used in loans to members. In two cases 10 years' membership is required before a loan may be made, and in one of these systems up to 3 months' wages may be loaned to persons having 5 years' membership. The Brazilian pension funds provide for housing loans, and five of the funds provide for personal loans to members which are usually repayable within 3 years. The amount of the loan is limited to a certain percentage of the salary or of the contributions. Workingmen's houses are constructed by the general wage earners' funds in Chile and Peru, while in the latter country the fund has also been used for the construction of hospitals and sanatoriums. The wage earners' insurance fund in Chile is investing an increasing proportion of its assets in workers' housing, and in the future the greater part of the surplus available for investment will be used for this purpose. A special employers' contribution of 1 percent of wages is earmarked for housing. The yield of this tax is paid over to a public corporation, the Housing Fund, which builds houses for insured persons. The Workers' Insurance Fund retains the ownership of the houses and rents them to members or sells them to tenants who have a good record and whose contributions for the previous 3 years are fully paid up.



*Statistics of Operation*

The Bureau of Labor Statistics has data covering the receipts and expenditures of the funds for nearly half of the systems covered in the report. The railway employees' and workers' fund in Argentina, with 148,426 members in 1937, received 16,710,000 pesos from employees' contributions and 21,830,000 pesos from the employers' contributions. At the close of 1937, 10,880 persons were in receipt of invalidity benefits, for which the total payment amounted to 14,312,995 pesos; 11,566 old-age pensions were in force, with total payments amounting to 30,845,811 pesos; and 14,715 survivors' pensions totaled 13,699,939 pesos. The fund covering public-utility workers, with 44,340 members in 1937, had receipts amounting to 4,942,590 pesos from insured persons and 7,214,370 pesos from employers. Total expenditures for benefits amounted to 12,358,580 pesos during the year, invalidity pensions being granted to 3,612 insured persons, old-age pensions to 1,787 persons, and survivors' pensions to 2,218 persons. The administrative expenditure of the fund amounted to 507,020 pesos. The total receipts of the bank employees' fund in 1936 amounted to 10,461,891 pesos, of which 3,442,749 pesos were contributed by employers and 2,409,933 pesos by employees. Expenditures for old-age and invalidity pensions totaled 3,834,041 pesos. The compulsory maternity insurance fund for persons employed in industry and commerce, with 155,933 members, received 2,836,166 pesos from contributions by employers and insured persons in 1937, and the Government subsidy amounted to 1,417,924 pesos. Benefits to the value of 509,300 pesos were allowed to a total of 1,758 persons during the year.

A combined report for the 7 insurance funds in Brazil for the year 1937 showed that the total receipts of all funds were 359,445,403 milreis and the total expenditures were 124,184,540 milreis. Expenditures for retirement benefits amounted to 56,762,991 milreis, for survivors' benefits to 20,237,936 milreis, and for medical and hospital benefits to 14,313,948 milreis.

The report of the operation of the Chilean workers' insurance fund for the financial year July 1937 to June 1938 showed that the total income of the fund was 174,400,000 pesos, of which 40,800,000 pesos represented contributions by the insured, 73,500,000 pesos contributions by the employers, and 32,300,000 pesos contributions by the State, the remainder being realized by taxes, income from investments, etc. Expenditures for benefits included 70,500,000 pesos for medical and hospital care, 10,000,000 pesos for sickness benefits, 5,400,000 pesos for old-age and invalidity benefits, 2,300,000 pesos for funeral benefits, and 3,200,000 for refund of contributions at death or transfer



to other schemes. The cost of administration for the fiscal year was 20,800,000 pesos.

The act covering commercial and industrial workers in Peru did not become effective for the payment of contributions until March 1, 1937, and it was provided that for a transitional period during which the medical service was being organized no contributions would be collected from the workers, and the employers' contributions were reduced to 2 percent. The sums collected in 1938 from employers' contributions amounted to 2,222,000 gold soles, while the tax of 1 percent on the value of payments made by the State or municipalities yielded 666,000 gold soles, and the additional tax of 2 percent on tobacco and alcoholic liquor yielded 267,000 and 173,000 gold soles, respectively.

The pension fund for workers in industry, commerce, and the public services in Uruguay had a total capital of 87,214,870 pesos on December 31, 1937. Receipts during the year amounted to 22,703,290 pesos, and 63,702 enterprises were affiliated with the system. There were 20,764 persons receiving benefits at the end of 1937, of whom 15,789 were receiving old-age and invalidity benefits and 4,975 survivors' benefits.

### *Principal Provisions of Laws*

Table 2 shows the main provisions of the laws in nine South American countries and in Cuba and Panama.

TABLE 2.—Principal Provisions of Social-Insurance Systems in Latin American Countries

Country, group, and date of original law	Contributions	Conditions for receipt of benefit	Benefits
<b>Argentina:</b> Railway employees and workers, 1919.	<i>Insured:</i> 6 percent of wages up to 1,000 pesos per month; first month's pay; first month's increase in pay. <i>Employer:</i> 6 percent of pay of employees up to 1,000 pesos per month. <i>Government:</i> Any deficit.	<i>Old age:</i> Age, 50 years, 30 years' service. Reduced pension, 45 to 50 years, 30 years' service. Voluntary—Age 50 years, 10 years' service. <i>Invalidity:</i> 10 years' service. <i>Duty disability:</i> No age or service requirement. <i>Survivors:</i> Surviving spouse if unable to work; sons to 18 years and daughters to 22 years or incapacitated; surviving parents and unmarried sisters to 22 years unless incapacitated, if no spouse or children.	<i>Old age:</i> Based on average salary of last 5 years; minimum, 95 pesos per month; maximum, 745 pesos. Age 45 to 50, 30 years' service; 75 percent of ordinary pension. Voluntary—2 percent of ordinary pension for each year of service; lump sum at 50 years with less than 10 years' service. <i>Invalidity and duty disability:</i> 5 percent of ordinary pension for each year of service based on average salary during last 10 years. <i>Survivors:</i> 71.25 to 372.50 pesos per month; half to widow and half to others.
Public-utility employees and workers, 1921.	<i>Insured:</i> 5 percent of wages up to 1,000 pesos per month; first month's pay; first month's increase in pay. <i>Employer:</i> 8 percent of wages up to 1,000 pesos per month. <i>Government:</i> None.	<i>Old age:</i> Age, 50 years, 30 years' service. Reduced pension, age, 45 to 50 years, 30 years' service. Voluntary—Age, 50 years, 10 years' service. <i>Invalidity:</i> 10 years' service. <i>Duty disability:</i> No age or service requirement. <i>Survivors:</i> Widow or disabled widower, children under 18 or incapacitated, or dependent parents and unmarried sisters.	<i>Old age:</i> Based on average salary of last 5 years; minimum, 95 pesos per month, maximum, 745 pesos. Voluntary—2 percent of ordinary pension for each year of service; lump sum at 50 years with less than 10 years' service. <i>Invalidity and duty disability:</i> 5 percent of ordinary pension for each year of service. <i>Survivors:</i> 50 percent of pension of deceased; half to widow and half to children.
Bank employees, 1929.	<i>Insured:</i> 5 percent on monthly salaries up to 500 pesos to 7 percent on salaries from 1,000 to 1,500 pesos; first month's pay; first month's increase in pay, plus 3 percent to cover service prior to law. <i>Employer:</i> 8 percent of total salaries, plus 2 percent to cover service prior to law. <i>Government:</i> None.	<i>Old age:</i> Age, 50 years, 30 years' service. Reduced pension, age 45 to 50 years; 30 years' service. Voluntary—20 years' service. <i>Invalidity:</i> 10 years' service. <i>Duty disability:</i> No age or service requirement. <i>Survivors:</i> 10 years' service by insured. Widow or disabled widower, sons under 18 years or incapacitated and unmarried daughters or sisters under 22 years or incapacitated, or dependent parents.	<i>Old age:</i> Based on average salary of last 5 years; minimum, 375 pesos per month; maximum, 975 pesos. Voluntary—2 percent of ordinary pension for each year of service. <i>Invalidity:</i> 3½ percent of ordinary pension for each year of service. <i>Duty disability:</i> 40 percent of salary or of average of last 5 years. <i>Duty disability:</i> 40 percent of salary or of average of last 5 years, plus bonus of 2 percent for each year of service; less than 10 years' service, proportionate pension. <i>Survivors:</i> 50 percent of pension of deceased; half to widow or disabled widower and half to other dependents.
Industrial and commercial woman workers and employees, 1934.	<i>Insured:</i> 1.20 to 3.20 pesos per quarter year, according to 6 wage classes. <i>Employer:</i> Same as from insured. <i>Government:</i> Same as from insured.	<i>Maternity:</i> Contributions for preceding 9 months or for 8 periods of 3 months in 3 years preceding confinement. Employment prohibited 30 days before and 45 days following confinement.	<i>Maternity:</i> Full pay 30 days before and 45 days after confinement; minimum, 75 pesos; maximum, 200 pesos; free treatment by doctor or midwife.

*Old age:* Benefit based on age, length of service and average salary during last 5 years; minimum, 200 pesos; free treatment by doctor or midwife.

*Old age:* Age, 45 years, 25 years' service. If continuing service, 25 years' service. If continuing service, 25 years' service. If continuing service, 25 years' service.

*Insured:* 5 percent on monthly pay up to 150 pesos per month; first month's pay; first month's increase in pay.

*Insured:* 1.20 to 3.20 pesos per quarter year, according to 6 wage classes.

Journalists (Province of Córdoba), 1938.	<i>Insured:</i> 5 percent on monthly pay up to 150 pesos to 8 percent on pay over 150 pesos; 1 month's salary; and first month's increase in pay. <i>Employer:</i> One-third of amount paid by employees and 10 percent of amount received for official publications, etc. <i>Government:</i> 50,000 pesos a year for 10 years and 20,000 pesos for initial expenses.	<i>Old age:</i> Age, 45 years, 25 years' service, if continuously insured during last 3 years. Administrative staff and persons directly engaged in production: age, 50 years, 30 years' service. <i>Invalidity:</i> 15 years' service, last 3 years continuous. <i>Duty disability:</i> No service requirement. <i>Survivors:</i> Legal heirs.	<i>Old age:</i> Benefit based on age, length of service and average salary during last 5 years; minimum, 90 pesos per month; maximum, 480 pesos or 90 percent of average salary during last 5 years. <i>Invalidity:</i> Minimum, 60 percent of average salary or 60 pesos per month. <i>Duty disability:</i> Same as for invalidity. <i>Survivors:</i> 50 percent of benefit to which deceased was entitled.
Bolivia: Bank employees, 1926.	<i>Insured:</i> 1 percent of salary, plus fines or deductions for absence or bad conduct. <i>Employer:</i> 2 percent of net profits, 20 percent of charges on protested notes, 5 percent of penalty for overdue notes, and extra contributions. <i>Government:</i> None.	<i>Old age:</i> 20 years' service. <i>Duty disability:</i> 10 years' continuous or 15 years' noncontinuous service. <i>Survivors:</i> Minimum, 5 years' service by insured. Legal heirs.	<i>Old age:</i> 70 to 100 percent of last month's salary according to years of service. <i>Duty disability:</i> 50 percent of last salary plus 10 percent for each 5 years' service over 10 years; payable for 5 years. <i>Survivors:</i> From 6 months' salary after 5 years' service, to full benefit of deceased (for 5 years) after 30 years' service.
Journalists, 1938.	<i>Insured:</i> 5 percent of wages up to 1,200 bolivianos per month; one month's salary. <i>Employer:</i> 5 percent of wages up to 1,200 bolivianos per month. <i>Government:</i> Subsidy, amount not reported.	<i>Old age:</i> 25 years' service. Voluntary—15 years' service. <i>Invalidity:</i> 15 years' service; 10 years and less than 15 years' service; less than 10 years' service. <i>Survivors:</i> 5 years' service by insured. Legal heirs. <i>Death:</i> No requirement.	<i>Old age:</i> Full basic salary (average of last 3 years). Voluntary—15 to 24 years' service; 60 to 96 percent of average salary. <i>Invalidity:</i> 15 years' service; Percentage of basic salary based on length of service, 10 and less than 15 years' service: One-half average salary for period equal to period of membership. Less than 10 years' service: Payment of employee contributions plus interest. <i>Survivors:</i> Lump-sum payment of 6 months' basic salary for 5 years' service to 30 months' basic salary for 25 years' service. <i>Death:</i> 2 month's salary for funeral expenses.
Railway and streetcar employees and workers, 1938.	<i>Insured:</i> 5 percent of monthly wages up to 1,200 bolivianos; first month's pay and bonuses; 5 percent deduction from pensions. <i>Employer:</i> 5 percent of pay roll, varying percentages of total receipts of companies, sales of material, equipment, land, etc., and profits from other operations. <i>Government:</i> None.	<i>Old age:</i> 25 years' service; or age, 55 years, 15 years' service. Voluntary—Age, 55 years, 10 years' service. <i>Invalidity:</i> 15 years' service; 10 years' service; and less than 10 years' service. <i>Survivors:</i> Legal heirs.	<i>Old age:</i> Full salary or wages based on average of last 3 years, 15 to 24 years' service, 60 to 96 percent of salary. Voluntary—50 percent of wages for period equal to years of service. <i>Invalidity:</i> 15 to 24 years' service: 60 to 95 percent of salary. 10 years' service: 50 percent of wages for period equal to years of service. Less than 10 years' service: Lump-sum payment of employer and employee contributions, plus interest. <i>Survivors:</i> Lump-sum payment of 6 months' wages for 5 years' service of deceased to 3 years' wages for 25 years.

TABLE 2.—Principal Provisions of Social-Insurance Systems in Latin American Countries—Continued

Country, group, and date of original law	Contributions	Conditions for receipt of benefit	Benefits
<b>Bolivia</b> —Continued. Printing workers and employees, 1938.	<i>Insured:</i> 5 percent of wages and salaries; $\frac{1}{4}$ of first remuneration. <i>Employer:</i> 5 percent of wages and salaries. <i>Government:</i> Initial subsidy of 500,000 bolivianos; revenue from special taxes.	<i>Old age:</i> 25 years' service; or age 50, 15 years' service. <i>Inactivity:</i> 10 years' service. <i>Survivors:</i> Minimum, 5 years' service by insured. Dependents.	<i>Old age:</i> Full wages up to 1,200 bolivianos a month, 25 years' service; 15 to 24 years, 60 to 96 percent of wages or salary. <i>Inactivity:</i> 50 percent of last month's wage for period equal to years of service. Less than 10 years' service, return of contributions plus interest. <i>Survivors:</i> 5 to 25 years' service, lump-sum payment of 6 to 36 months' wages based on a maximum of 1,200 bolivianos a month.
<b>Brazil.</b> Public-utility employees and workers and miners, 1931 and 1932.	<i>Insured:</i> 3 percent of wages not exceeding 2,000 milreis per month; first month's pay; first month's increase in pay; 3 to 15 percent deduction on benefits exceeding 600 milreis. <i>Employer:</i> Same as from insured. If employee retires for disability after age 50, without required service, employer pays insured and employer contributions until end of service period. <i>Government:</i> Same as from insured, derived from special taxes.	<i>Old age:</i> Age, 50 years, 30 years' service; age, 55 years, 20 years' service. Compulsory, age 65 years, 10 years' service. Hazardous occupations, age, 45 years, 25 years' service. <i>Inactivity:</i> No age or service requirement. <i>Survivors:</i> Widow or disabled widower, children under age or dependent parents, single sisters, or disabled brothers. <i>Medical:</i> Members and their families; limited to 10 percent of fund's revenue in any 1 year.	<i>Old age:</i> 85 percent of average monthly wage during last 3 years, minimum, 200 milreis per month unless wage is less, maximum, 2 contos. (Percentage fixed every 3 years, varies between 70 and 100.) Under 30 and over 10 years' service, one-thirtieth of average annual wage during last 3 years of service for each year of service. <i>Inactivity:</i> Over 5 years' service: One-thirtieth of average annual wage during last 3 years' of service for each year of service. Less than 5 years' service, lump sum, contributions plus 4 percent interest. <i>Survivors:</i> One-half the benefits to which member was entitled. <i>Medical:</i> Medical treatment, and hospitalization up to 30 days for maternity and surgical cases.
<b>Maritime workers, 1933</b> .....	<i>Insured:</i> 3 percent of normal wage or salary up to 2,000 milreis per month; first month's pay; first month's increase in pay; $\frac{1}{4}$ percent deduction from pensions. <i>Employer:</i> Same as from insured. <i>Government:</i> Same as from insured, derived from tax on passenger, freight, and warehouse revenue.	<i>Old age:</i> Age, 55 years, 30 years' service, 5 years' membership in fund. <i>Inactivity:</i> 30 years' service or 255 months on Brazilian vessels; or age, 65 years, 10 years' service or 85 months' service on Brazilian vessels; annual medical examination. <i>Survivors:</i> Members of family, or any person dependent on insured having 5 years' contributions or 43 months at sea. <i>Sickness:</i> No service requirement. Granted only if cost does not exceed a fixed percentage of income of fund. <i>Death:</i> Dependents.	<i>Old age:</i> Benefits in accordance with specific actuarial plan, details not reported. <i>Inactivity:</i> Benefits in accordance with specific actuarial plan, details not reported. Minimum, 200, and maximum, 2,000 milreis per month. <i>Survivors:</i> 5 years' service or over, 50 percent of pension to which deceased is entitled. Less than 5 years' service, contributions plus 4 percent interest. <i>Sickness:</i> Medical and hospital treatment not to exceed 30 days, insured and dependents. <i>Death:</i> Up to 300 milreis for funeral expenses; advanced and deducted from pension or grant.

*Old age:* Based on average salary for last 3 years and proportion to number of contributions.

*Old age:* Age, 50 years, 30 years' service, 5

percent of collection up to 250 mil-



## Bank employees, 1934.-----

*Insured:* 5 percent of salaries up to 250 milreis to 8 percent from 1,000 to 2,000 milreis per month.  
*Employer:* Same as from insured.  
*Government:* Same as from insured, derived from tax on revenue from interest.

## Commercial employees, 1934.-----

*Insured:* 3 percent of wages (may be increased to 5 percent) up to 2,000 milreis per month, 4 percent in unhealthful zones or occupations; 3 percent deduction on benefits over 300 milreis per month; 3 to 5 percent on retirement pensions exceeding 300 milreis per month.  
*Employer:* Same as from insured.  
*Government:* Same as from insured, derived from import and other taxes.

*Old age:* Age, 50 years, 30 years' service, 5 years' contributions.  
*Inactivity:* Total incapacity exceeding 1 year or reduction of capacity to work for over two-thirds of year.  
*Survivors:* Legal heirs.  
*Death:* No requirement.  
*Medical:* Total cost (medical and maternity benefits) limited to 12 percent of fund's receipts in any 1 year.  
*Maternity:* No service requirement. Total cost limited (see "Medical" above).

*Old age:* Age, 60 years, 25 years' service, 10 years' contributions. Employees between 60 and 70 years of age, if enrolled before December 31, 1935; Age, 68 years, 25 years' service, 60 contributions. Voluntary—Age, 60 years, 5 years' service.  
*Inactivity:* 18 to 258 months' contributions.  
*Survivors:* 18 months' contributions. Wife and children under 22 or incapacitated, and parents.  
*Death:* 60 contributions.  
*Sickness:* Additional contributions required.  
*Maternity:* 18 months' contributions.

*Sickness:* Medical and hospital treatment not to exceed 30 days, insured and dependents.  
*Death:* Up to 300 milreis for funeral expenses; advanced and deducted from pension or grant.

*Old age:* Based on average salary for last 3 years in proportion to number of contributions paid (maximum, 360) and age (maximum, 60).  
*Inactivity:* 80 percent of average salary for last 3 years, maximum, 5,000 milreis.

*Survivors:* 60 percent of pension if 3 or more minor children; minimum, 100 milreis per month.

*Death:* Up to 500 milreis advance for funeral.  
*Medical:* One-half of salary, not to exceed 1,500 milreis per month, for 1 year, payable after 31 days of illness.

*Maternity:* One-half of average wages in last 6 months for 4 weeks before and after childbirth, maximum, 100 milreis per week. Bonus of 20 percent of salary for same period, maximum, 50 milreis per week, paid to insured man whose wife is not working.

*Old age:* 50 to 70 percent of average salary for last 3 years, according to length of service; lump-sum payments for service below the required; minimum, 50 milreis per month; maximum, 1,400 milreis. Voluntary—Benefits proportionate to contributions; maximum, 70 percent of salary.

*Inactivity:* 50 to 70 percent of average salary for last 3 years, according to length of service; minimum, 50 milreis per month, maximum, 1,400 milreis. 5 to 10 years' service and 18 months' membership: One-third of average salary. Lump-sum payments for service below required minimum.

*Survivors:* 18 months' contributions: One-half pension to which insured was entitled; minimum, 50 milreis per month. Less than 18 months' contribution: 50 milreis per month.

*Death:* 300 milreis advance for funeral expenses.

*Sickness:* Medical, surgical, hospital benefits.  
*Maternity:* One-half of average wages in last 6 months for 4 weeks before and after childbirth, maximum, 75 milreis per week. Insured whose wife is not a member receives bonus of 20 percent of wages; maximum, 50 milreis per week.

TABLE 2.—Principal Provisions of Social-Insurance Systems in Latin American Countries—Continued

Country, group, and date of original law	Contributions	Conditions for receipt of benefit	Benefits
<b>Brazil—Continued.</b> Stevedores, 1934.....	<i>Insured:</i> 3 to 8 percent of monthly wage up to maximum of 2,000 milreis (exact percentage to be determined). Nonunion stevedores and teachers in schools for members' children pay double contributions. <i>Employer:</i> Same as from insured. <i>Government:</i> Same as from insured, derived from tax on maritime and storage services for foreign vessels.	<i>Old age:</i> 60 years of age. Not payable until financial condition of fund permits. <i>Invalidity:</i> Not payable until fund equals 9.5 percent of total annual wages of contributors. <i>Survivors:</i> No service requirement. Not payable until fund equals 12 percent of total annual wages of contributors. <i>Death:</i> Not payable until fund equals 3 percent of total annual wages of contributors. <i>Sickness:</i> 2 years' contributions. Not payable until fund equals 3 percent of total annual wages of contributors.	<i>Old age:</i> One-fourth of average annual wage increased according to length of service. <i>Invalidity:</i> One-fourth of average annual wage for last 3 years, if incapacitated for exercise of own trade; three-eighths of wages, if ability to perform any work reduced two-thirds for over 1 year. <i>Survivors:</i> No data. <i>Death:</i> 120 milreis maximum funeral benefit if no heirs; 150 milreis advance to beneficiaries. <i>Sickness:</i> 2 years' contributions: One-fourth average daily wage in cash payable after 5 days. 10 years' contributions: One-third average daily wage in cash, for first 6 months, one-ninth thereafter for 6 months. <i>Old age:</i> One-fourth of average annual wage increased according to length of service. <i>Invalidity:</i> One-fourth of average annual wage increased according to length of service. <i>Survivors:</i> Minimum, one-half pension to which insured was entitled. Short-term employees: Lump-sum payment of contributions plus 4 percent interest. <i>Death:</i> Funeral benefit, 150 milreis. <i>Sickness:</i> One-fourth of daily wage after 7 days' illness (one-third for 60 contributions), cash benefit optional. <i>Maternity:</i> Hospital treatment and cash benefits, optional.
Transport and loading and warehouse employees and workers, 1934 and 1938.	<i>Insured:</i> 3 to 8 percent on monthly wage up to maximum of 2,000 milreis (exact percentage to be determined). <i>Employer:</i> Same as from insured. <i>Government:</i> Same as from insured, derived from tax on goods in warehouses or dispatched by water, when imported or destined for export, and tax on petrol.	<i>Old age:</i> 60 years of age. Not payable until financial condition of fund permits. <i>Invalidity:</i> 18 contributions. Not payable until fund equals 8 percent of total annual wages of contributors. <i>Survivors:</i> 24 contributions. Not payable until fund equals 10 percent of total wages of contributors. <i>Death:</i> 24 contributions. Not payable until fund equals 2 percent of total annual wages of contributors. <i>Sickness:</i> 24 contributions. Medical, surgical, and hospital treatment not payable until fund equals 2 percent of total annual wages of contributors. <i>Maternity:</i> 24 contributions. <i>Invalidity:</i> Member must pass entrance medical examination; 18 months' contributions, 1 year of disability. <i>Survivors:</i> 18 months' contributions, widow or dependent widower and children under age or incapable of work, or dependent parents and brothers and sisters under age or incapacitated. <i>Death:</i> No data. Contingent on financial condition of fund. <i>Sickness:</i> No data. Contingent on financial condition of fund. 1 years' contributions. Contingent on financial condition of fund.	<i>Old age:</i> One-fourth of average annual wage increased according to length of service. <i>Invalidity:</i> One-fourth of average annual wage for last 3 years, if incapacitated for exercise of own trade; three-eighths of wages, if ability to perform any work reduced two-thirds for over 1 year. <i>Survivors:</i> No data. <i>Death:</i> 120 milreis maximum funeral benefit if no heirs; 150 milreis advance to beneficiaries. <i>Sickness:</i> 2 years' contributions: One-fourth average daily wage in cash payable after 5 days. 10 years' contributions: One-third average daily wage in cash, for first 6 months, one-ninth thereafter for 6 months. <i>Old age:</i> One-fourth of average annual wage increased according to length of service. <i>Invalidity:</i> One-fourth of average annual wage increased according to length of service. <i>Survivors:</i> Minimum, one-half pension to which insured was entitled. Short-term employees: Lump-sum payment of contributions plus 4 percent interest. <i>Death:</i> Funeral benefit, 150 milreis. <i>Sickness:</i> One-fourth of daily wage after 7 days' illness (one-third for 60 contributions), cash benefit optional. <i>Maternity:</i> Hospital treatment and cash benefits, optional.
Industrial employees and workers, 1936.	<i>Insured:</i> 3 percent of wages not exceeding 2,000 milreis per month; 3 percent deduction from invalidity and sickness benefits. <i>Employer:</i> Same as from insured. <i>Government:</i> Same as from insured, derived from import tax.	<i>Old age:</i> 55 years of age, may be deferred to 60. <i>Invalidity:</i> 5 to 10 years' service. <i>Survivors:</i> Legal heirs (with reduced pension). <i>Death:</i> Up to 200 milreis for funeral expenses. <i>Sickness:</i> Daily cash sum equal to 5 percent of contributions during last year of service, after thirtieth day of illness, for maximum of 1 year. <i>Maternity:</i> No data.	<i>Old age:</i> No data. Optional, full pension with no payments to heirs, or reduced pension with return of balance of contributions to heirs. <i>Invalidity:</i> No data. Optional, full pension with no payments to heirs, or reduced pension with return of balance of contributions to heirs. <i>Survivors:</i> One-half benefit payable to member at time of death. <i>Death:</i> Up to 200 milreis for funeral expenses. <i>Sickness:</i> Daily cash sum equal to 5 percent of contributions during last year of service, after thirtieth day of illness, for maximum of 1 year. <i>Maternity:</i> No data.

Chile:

Wage earners, independent workers, domestic servants and agricultural workers, 1924;

*Insured:* 2 percent of wages up to 12,000 pesos per year; 1 percent additional in three mining areas; 5 percent additional for sickness*Old age:* 55 years of age, may be deferred to 60.  
*Invalidity:* 5 to 10 years' service.  
*Survivors:* Legal heirs (with reduced pension).*Old age:* No data. Optional, full pension with no payments to heirs, or reduced pension with return of balance of contributions to heirs.

thirtieth day of illness, for maximum of 1 year.  
*Maternity:* No data.

condition of fund. 1 year's contributions.  
*Maternity:* No data. Contingent on financial condition of fund.

*Old age:* No data. Optional, full pension with no payments to heirs, or reduced pension with return of balance of contributions to heirs.  
*Invalidity:* Full rate of pay, if insured 10 years or more; 75 percent, if insured 5 to 10 years; and 50 percent, if insured less than 5 years.  
*Survivors:* Balance of contributions of insured.  
*Sickness:* Free medical attention, medicines, and hospitalization for 26 weeks, extended to 1 year in exceptional cases. Insured with dependents, cash subsidy after 5 days' illness, of full wages for first week, one-half for second week, and one-fourth for succeeding weeks; without dependents, one-half these benefits. Medical treatment and medicines for family on payment of additional contributions.  
*Death:* 300 pesos for funeral expenses.  
*Maternity:* One-half wages 2 weeks before and 2 weeks after confinement; and 25 percent of wages thereafter as nursing bonus for maximum of 8 months, granted by fund; additional 4 weeks before and after confinement granted by employer.  
*Preventive medicine:* Total or partial preventive rest with full wages; preventive medical care if needed.  
*Old age:* One-thirtieth of basic salary (90 percent of average salary during last 5 years) for each year of contribution; minimum, 200 pesos a month plus 50 pesos per child under 18 years.  
*Invalidity:* One-thirtieth of basic salary (90 percent of average salary during last 5 years) for each year of contribution; minimum, 200 pesos a month plus 50 pesos per child under 18 years.  
*Survivors:* Employees with 5 years' service: 30 percent of basic salary for first 5 contribution years plus 1 percent for each subsequent year, minimum, 200 pesos a month to spouse and 50 pesos to each dependent child. Short-service employees: Refund of contributions.  
*Death:* 1 month's salary for funeral expenses.  
*Sickness:* Refund of proportion of cost of medical attendance and drugs of insured and dependents; monthly cash benefit sufficient when added to payment under Labor Code, to bring benefit to full salary level, for 6, months.

*Old age:* 55 years of age, may be deferred to 65.  
*Invalidity:* 5 to 10 years' service.  
*Survivors:* Legal heirs (with reduced pension).  
*Sickness:* No special requirement.  
*Death:* No special requirement.  
*Maternity:* No special requirement.  
*Preventive medicine:* Annual medical examination.

*Old age:* Age, 55 years, 30 years' contributions. Age, 62 years, 10 years' service.  
*Invalidity:* 5 years' service unless insured passes entrance medical examination.  
*Survivors:* 5 years' service, unless insured passed entrance medical examination. Widow or invalid widower and dependent children under 18 years.  
*Death:* Widow and children.  
*Sickness:* 2 percent of salaries on which contributions have been made in previous year.

*Insured:* 2 percent of wages up to 12,000 pesos per year; 1 percent additional in three mining areas; 5 percent additional for sickness benefits to family of insured. Independent workers: 3.5 percent of average weekly income.  
*Employer:* 3 percent of wages up to 12,000 pesos per year; 1 percent additional in three mining areas. Increased 1 percent in 1937; additional 1-percent tax for preventive medicine.  
*Government:* 1 percent of wages, increased 0.5 percent for 1 year in 1937 and extended, effective July 12, 1938. Independent workers: 3.5 percent of weekly income of insured persons.

*Insured:* 10 percent of salary; half first month's salary; half first month's increase; 25 percent of statutory share in profits of undertaking.  
*Employer:* 5 percent of salaries; one-half percent of freights on loadings originating in Chile; 8.33 percent of salaries in lieu of liability to pay compensation for service (1 month's pay per year of service).  
*Government:* None.

Mercantile marine officers and other nonmanual ratings, 1937.

<sup>1</sup>The Preventive Medicine Act applies to all workers contributing to social insurance and provident institutions under the supervision of the Minister of Health, Welfare and Social Assistance.  
<sup>2</sup> Increases or decreases of salary during last 3 years of service are taken into account only up to 5 percent in any year.

Chile:

Wage earners, independent workers, domestic servants and agricultural workers, 1924; preventive medicine, 1938.<sup>1</sup>



TABLE 2.—Principal Provisions of Social-Insurance Systems in Latin American Countries—Continued

Country, group, and date of original law	Contributions	Conditions for receipt of benefit	Benefits
Colombia: Railway and streetcar employees and workers, 1932.	<i>Insured:</i> None. <i>Employer:</i> Amount of pensions. <i>Government:</i> None.	<i>Old age:</i> Age, 55 years, 20 years' service; if after retirement, income exceeds 1,200 pesos per year or earnings are in excess of 50 percent of pension, pension not paid during receipt of such income or earnings.  <i>Old age:</i> 30 years' service. Age 50 years, 25 years' service. Age, 55 years, 20 years' service. Voluntary—Age, 60 years, 10 years' service. <i>Invalidity:</i> 10 years' service. <i>Duty disability:</i> No service requirement. <i>Survivors:</i> 10 years' service by insured. Widow or disabled widower and children under 18 years or incapacitated, or dependent parents or dependent sisters of insured. <i>Death:</i> 6 months' contributions.	<i>Old age:</i> Full pay, based on average monthly salary or wage in year preceding retirement for persons earning 30 pesos or less per month, to 100 pesos on earnings of over 240 pesos. Persons dismissed before age 55, but having 20 years' service, entitled to pension at age 55.  <i>Old age:</i> 75 percent of highest monthly salary for 2 consecutive years on salaries up to 80 pesos per month and 50 percent of higher amounts. Voluntary—Age, 60 years, 10 years' service; 2 percent per month of highest average monthly salary in 2 consecutive years in last 10 years. Age, 60 years, 5 years' service. Half the benefits for ordinary retirement. <i>Invalidity and duty disability:</i> 50 percent of highest monthly salary in 2 consecutive years. Maximum, 100 pesos per month, minimum, 50 pesos in Habana and 30 pesos elsewhere. <i>Survivors:</i> Pension equal to that due insured. More than 10 years' service but not entitled to full pension: Same as disability pension. <i>Death:</i> 6 months' and under 10 years' service, 3 months' salary plus one-half of difference between 3 months' salary and contributions. <i>Old age:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Invalidity:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Survivors:</i> 60 percent of pension to which insured was entitled, widow with no children; 80 percent to widow with 1 to 3 children; full pension to widow with 4 or more children. <i>Old age:</i> Minimum, 65 percent of salaries of 100 pesos or less per month based on highest yearly earnings; maximum, 200 pesos. Voluntary—2 percent of pay for each year of service. <i>Duty disability:</i> Minimum, 65 percent of salaries of 100 pesos or less per month, based on highest yearly earnings; maximum, 200 pesos.
Cuba: Journalists, 1935.....	<i>Insured:</i> 5 percent of salaries; half of first month's salary increase; 15 percent reduction on first 50 pesos of pension and 25 percent on larger amounts, if less than 20 years' contributions, until completion of 20-year period. <i>Employer:</i> 5 percent of pay roll. <i>Government:</i> Amount not reported.	<i>Old age:</i> Age, 55 years, 25 years' service. Age, 50 years, 20 years' service. Voluntary—Age, 60 years, 10 years' service. <i>Invalidity:</i> 10 years' service. <i>Duty disability:</i> No service requirement. <i>Survivors:</i> 10 years' service by insured. Widow or disabled widower and children under 18 years or incapacitated, or dependent parents or dependent sisters of insured. <i>Death:</i> 6 months' contributions.	<i>Old age:</i> Full pay, based on average monthly salary or wage in year preceding retirement for persons earning 30 pesos or less per month, to 100 pesos on earnings of over 240 pesos. Persons dismissed before age 55, but having 20 years' service, entitled to pension at age 55.  <i>Old age:</i> 75 percent of highest monthly salary for 2 consecutive years on salaries up to 80 pesos per month and 50 percent of higher amounts. Voluntary—Age, 60 years, 10 years' service; 2 percent per month of highest average monthly salary in 2 consecutive years in last 10 years. Age, 60 years, 5 years' service. Half the benefits for ordinary retirement. <i>Invalidity and duty disability:</i> 50 percent of highest monthly salary in 2 consecutive years. Maximum, 100 pesos per month, minimum, 50 pesos in Habana and 30 pesos elsewhere. <i>Survivors:</i> Pension equal to that due insured. More than 10 years' service but not entitled to full pension: Same as disability pension. <i>Death:</i> 6 months' and under 10 years' service, 3 months' salary plus one-half of difference between 3 months' salary and contributions. <i>Old age:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Invalidity:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Survivors:</i> 60 percent of pension to which insured was entitled, widow with no children; 80 percent to widow with 1 to 3 children; full pension to widow with 4 or more children. <i>Old age:</i> Minimum, 65 percent of salaries of 100 pesos or less per month based on highest yearly earnings; maximum, 200 pesos. Voluntary—2 percent of pay for each year of service. <i>Duty disability:</i> Minimum, 65 percent of salaries of 100 pesos or less per month, based on highest yearly earnings; maximum, 200 pesos.
Maritime wage earners and employees, 1927 (new law, 1938).	<i>Insured:</i> 3 percent of wages up to 500 pesos per month; first month's pay; first month's increase in pay; 2 percent of daily wage of employees not paid by month up to 60 pesos. 5 to 10 percent deduction from pensions when necessary. <i>Employer:</i> 3 percent of total salaries and wages of workers. <i>Government:</i> Tax on airline or sea passages to and from Cuba, and miscellaneous revenue.	<i>Old age:</i> Age, 50 years, 20 years' contributions; 25 years' contributions irrespective of age. <i>Invalidity:</i> 5 years' contributions. <i>Survivors:</i> Widow or dependent widower, children under 18 years or parents.	<i>Old age:</i> Full pay, based on average monthly salary or wage in year preceding retirement for persons earning 30 pesos or less per month, to 100 pesos on earnings of over 240 pesos. Persons dismissed before age 55, but having 20 years' service, entitled to pension at age 55.  <i>Old age:</i> 75 percent of highest monthly salary for 2 consecutive years on salaries up to 80 pesos per month and 50 percent of higher amounts. Voluntary—Age, 60 years, 10 years' service; 2 percent per month of highest average monthly salary in 2 consecutive years in last 10 years. Age, 60 years, 5 years' service. Half the benefits for ordinary retirement. <i>Invalidity and duty disability:</i> 50 percent of highest monthly salary in 2 consecutive years. Maximum, 100 pesos per month, minimum, 50 pesos in Habana and 30 pesos elsewhere. <i>Survivors:</i> Pension equal to that due insured. More than 10 years' service but not entitled to full pension: Same as disability pension. <i>Death:</i> 6 months' and under 10 years' service, 3 months' salary plus one-half of difference between 3 months' salary and contributions. <i>Old age:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Invalidity:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Survivors:</i> 60 percent of pension to which insured was entitled, widow with no children; 80 percent to widow with 1 to 3 children; full pension to widow with 4 or more children. <i>Old age:</i> Minimum, 65 percent of salaries of 100 pesos or less per month based on highest yearly earnings; maximum, 200 pesos. Voluntary—2 percent of pay for each year of service. <i>Duty disability:</i> Minimum, 65 percent of salaries of 100 pesos or less per month, based on highest yearly earnings; maximum, 200 pesos.
Railway and street railway workers and employees, 1920.	<i>Insured:</i> 3 percent of pay; first month's pay; first month's increase in pay. <i>Employer:</i> 2 percent of pay roll. <i>Government:</i> None.	<i>Old age:</i> Age, 55 years, 25 years' service. Age, 50 years, 30 years' service; 35 years' service regardless of age. Voluntary—Age, 60 years, 10 years' service. <i>Duty disability:</i> No age or service requirement.	<i>Old age:</i> Full pay, based on average monthly salary or wage in year preceding retirement for persons earning 30 pesos or less per month, to 100 pesos on earnings of over 240 pesos. Persons dismissed before age 55, but having 20 years' service, entitled to pension at age 55.  <i>Old age:</i> 75 percent of highest monthly salary for 2 consecutive years on salaries up to 80 pesos per month and 50 percent of higher amounts. Voluntary—Age, 60 years, 10 years' service; 2 percent per month of highest average monthly salary in 2 consecutive years in last 10 years. Age, 60 years, 5 years' service. Half the benefits for ordinary retirement. <i>Invalidity and duty disability:</i> 50 percent of highest monthly salary in 2 consecutive years. Maximum, 100 pesos per month, minimum, 50 pesos in Habana and 30 pesos elsewhere. <i>Survivors:</i> Pension equal to that due insured. More than 10 years' service but not entitled to full pension: Same as disability pension. <i>Death:</i> 6 months' and under 10 years' service, 3 months' salary plus one-half of difference between 3 months' salary and contributions. <i>Old age:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Invalidity:</i> 3 percent of average annual wage on which contributions have been assessed, beginning in 1927; minimum, 30 pesos, and maximum, 80 pesos per month. <i>Survivors:</i> 60 percent of pension to which insured was entitled, widow with no children; 80 percent to widow with 1 to 3 children; full pension to widow with 4 or more children. <i>Old age:</i> Minimum, 65 percent of salaries of 100 pesos or less per month based on highest yearly earnings; maximum, 200 pesos. Voluntary—2 percent of pay for each year of service. <i>Duty disability:</i> Minimum, 65 percent of salaries of 100 pesos or less per month, based on highest yearly earnings; maximum, 200 pesos.

Industrial and commercial workers, 1934.

*Insured:* 0.25 percent of wages or salaries. *Employer:* 0.50 per cent of pay roll.

*Maternity:* 5 months' contributions during preceding 2 years by insured woman, or 10 months by husband.

*Maternity:* Insured woman: Actual wages (minimum, 1.25 pesos, maximum, 4.0 pesos per day) for 6 weeks before and after confinement.

## Industrial and commercial workers, 1934.

*Insured:* 0.25 percent of wages or salaries.  
*Employer:* 0.50 per cent of pay roll.  
*Government:* None.

## Bank employees, 1935.

*Insured:* 5 percent of monthly salary; first month's salary; first month's increase in salary; 5 percent of pensions (25 percent if living outside Cuba).  
*Employer:* 5 percent of monthly wages.  
*Government:* None.

Ecuador:  
Bank and railway employees, 1928.

*Insured:* 5 percent of salary; 50 percent of first month's wage increase; 1 percent of salary to mortuary fund; 5 percent of pensions, for survivors' annuities.  
*Employers:* 5 percent of salaries.  
*Government:* None.

*Maternity:* 5 months' contributions during preceding 2 years by insured woman, or 10 months' contributions by husband.

*Old age:* (1) Age, 50 years, 30 years' service. (2) Age, 60 years, 10 years' service. Voluntary—Age, 50 years, 20 years' service.  
*Inability:* Total or 50 percent disability.  
*Survivors:* Spouse, daughters up to 21 and sons up to 18 years or incapacitated, parents, brothers, and sisters.

*Old age:* 15 years' service. Voluntary—Age, 65 years, or 25 years' service. Telegraph employees, age, 50 years.  
*Duty disability:* Total: 10 years' contributions; Partial: 15 years' contributions.  
*Survivors:* 10 years' contributions by insured. Heirs, including males up to 21 years, or permanently incapacitated.  
*Death:* 6 months' consecutive employment preceding death.

*Maternity:* Insured woman: Actual wages (minimum, 1.25 pesos; maximum, 4.0 pesos per day) for 6 weeks before and after confinement, free attendance by doctor or midwife. Husband insured: Lump-sum benefit of 25 pesos or free medical care.

*Old age:* (1) 60 percent of average salary for period of service; (2) 30 percent of salaries of 500 pesos and under, increased 1½ percent per year to maximum of 60 percent, to 10 percent of 5,000 pesos and over increased ¾ of 1 percent per year to maximum of 25 percent. Age, 60 years, and less than 10 years' service: Not more than 3 yearly payments. Voluntary—75 percent of normal retirement.

*Inability:* Same as regular old-age pension. If totally disabled, credited with 10 years' service even if not worked.

*Survivors:* 75 percent of retirement pay; 50 percent to spouse and 50 percent to children.

*Old age:* Employees with 25 years' service, 2.5 percent of average annual salary for last 5 years multiplied by years of service; minimum, 30 sucres per month, maximum, 800 sucres. Short-service employees: One-half of 3½ percent of average annual salary for last 5 years multiplied by years of service. Telegraph employees: 2.83 percent of average maximum salary in 3 consecutive years multiplied by years of service. Voluntary—25 years' service—2.28 percent of average actual or basic salary multiplied by years of payment.

*Duty disability:* Total: 3¼ percent of average annual salary for last 5 years multiplied by years of service. Partial: 2.83 percent on same basis.

*Survivors:* 50 percent of retirement pension, equal percentages to widow and each of the orphans. Less than 10 years' contributions: Lump-sum amounting to contributions without interest.

*Death:* Heirs of bank employees: Lump sum determined on basis of mortality statistics and funds available (4,000 sucres paid in 1937).

TABLE 2.—Principal Provisions of Social-Insurance Systems in Latin American Countries—Continued

Country, group, and date of original law	Contributions	Conditions for receipt of benefit	Benefits
<b>Ecuador—Continued.</b> Workers and salaried employees, industry and commerce, 1935.	<i>Insured:</i> 5 percent of salary or wages and 5 percent deduction from pension; 30 percent of first month's salary (day laborers, wage earners, and domestic workers exempted); 50 percent of first month's increase in pay. Additional contribution for medical care of family. <i>Employer:</i> 5 percent of salaries or wages of workers. <i>Government:</i> Estate and certain surtaxes and tax on certain classes of mail. By a recent agreement a cash payment of 350,000 sucres annually will be substituted for the proceeds of the taxes. The entire property of persons dying intestate reverts to the fund.	<i>Old Age:</i> Age, 55 years, 20 years' service. <i>Inactivity:</i> 10 years' service. <i>Duty disability:</i> No requirement. <i>Survivors:</i> Legal heirs. <i>Sickness:</i> 6 months' membership in fund. <i>Death:</i> Less than 6 months.	<i>Old age:</i> 60 percent of last insurable wage or salary. <i>Inactivity and duty disability:</i> 60 percent of average salary or wage during last 5 years, maximum, 9,000 sucres per year. <i>Survivors:</i> Refund of insured person's contributions. <i>Sickness:</i> Medical, surgical, dental, and hospital treatment. Medical treatment free for persons earning not more than 3,000 sucres per year; reduced rates for higher earnings classes. If medical care cannot be provided, 50 percent of wage for maximum of 3 months, insured earning less than 2,400 sucres per year. Medical treatment of family of insured dependent upon payment of extra contribution. <i>Death:</i> 2 month's wages; maximum, 500 sucres.
<b>Panama:</b> Commercial and industrial employees, 1931.	<i>Insured:</i> None. <i>Employer:</i> Amount of pensions. <i>Government:</i> None.	<i>Old age:</i> 20 years' service.....	<i>Old age:</i> 20 to 35 years' service, 30 to 100 percent of last salary received. More than 10 and less than 20 years' service, lump-sum payment equivalent to 1 month's salary at last rate for each year of continuous service.
<b>Paraguay:</b> Railroad employees, Laws Nos. 641, 842, 1,076.	<i>Insured:</i> 5 percent of earnings up to 6,000 pesos; first month's pay; and first month's increase in pay. <i>Employer:</i> 2 percent of pay roll and amount equal to 2 percent on all freight transported. <i>Government:</i> None.	<i>Old age:</i> Age, 45 years, 25 years' service; optional after 25 years' service regardless of age. Voluntary—Age, 45 years, 10 years' service. <i>Inactivity:</i> 10 years' service. <i>Duty disability:</i> No age or service requirements. <i>Survivors:</i> Legal heirs.	<i>Old age:</i> Age 45 years, 25 years' service: Average annual pay for last 5 years. Over 25 years' service regardless of age: 80 percent of ordinary pension. Voluntary—20 percent of ordinary benefit. <i>Inactivity:</i> 40 percent of ordinary benefit. <i>Duty disability:</i> 60 percent of ordinary benefit. <i>Survivors:</i> 50 percent of benefit of insured.
<b>Peru:</b> Commercial and industrial employees and wage earners and home workers, 1936.	<i>Insured:</i> 1.5 percent of average weekly salary or wage; workers earning less than 1 sole daily, no contribution. 2 percent additional for family insurance first 3 years of affiliation, 1 percent thereafter. <i>Employer:</i> 3.5 percent of average weekly salary or wage. <i>Government:</i> 1 percent of average weekly salary or wage; 2.5 percent for employees earning less than 1 gold sole daily.	<i>Old age:</i> Age, 60 years, 1,040 weekly premium payments. <i>Inactivity:</i> 26 to 52 weeks' incapacity resulting in two-thirds reduction in working effectiveness, 200 weekly premium payments. <i>Survivors:</i> Wife and children under 17 years or incapacitated, or dependent parents. <i>Death:</i> Legal heirs. <i>Sickness:</i> 4 weekly premium payments during 120 days prior to sickness. Family insurance: 10 weekly contributions in 4 months	<i>Old age:</i> 40 percent of average salary or wages during last 5 years, increased by 2 percent for each additional 100 weekly payments to 60 percent of salary or wages; maximum, 1 percent additional for dependent wife over 60, or incapacitated wife, and for each child under 14 or incapacitated, up to a maximum of 10 percent of average salary or wage. Pension reduced proportionately for employees with 260 and less than 1,040 weekly contributions.

*Inactivity:* 40 percent of average salary or wages during 2 years preceding disability; 2 percent additional for each additional 100 weekly payments.

preceding illness.  
*Maternity:* 4 weekly premium payments during



proportionately for employees with 260 and less than 1,040 weekly contributions.

*Invalidity:* 40 percent of average salary or wages during 2 years preceding disability; 2 percent additional for each additional 100 weekly payments increased to maximum of 60 percent of salary or wages. 1 percent additional for dependent wife over 60, or incapacitated wife, and for each child under 14 or incapacitated, up to a maximum of 10 percent of average salary or wage. Pension reduced proportionately for shorter service.

*Survivors:* Lump sum equal to 33 percent of last annual salary or wage.

*Death:* Fixed sum for funeral expenses.

*Sickness:* 50 percent of salary or wage during first 4 weeks, 40 percent for subsequent weeks up to 26 or 52, cash benefits; general and special medical attendance, medicines, and hospitalization. Family insurance: Medical attention and medicine.

*Maternity:* 50 percent of basic salary or wage, for 36 days prior and subsequent to confinement; cash benefit, 25 percent of salary or wage for 8 months, payable in cash or in milk orders; general and special medical attention, medicines, and hospitalization. Family insurance: Obstetric attention.

*Old age:* Minimum, 120 pesos per month; maximum, 300 pesos per month; based on average salaries or wages during last 15 years. Less than 30 years' service, one-thirtieth of pension for each year of service based on average salaries or wages during last 10 years.

*Invalidity:* One-thirtieth of retirement pension for each year of service.

*Survivors:* 50 percent of retirement rate of pensioner.

*Old age:* Maximum, 400 pesos per month; based on average annual salary during last 5 years up to 960 pesos, 15 percent reduction when salary exceeds 960 pesos.

*Survivors:* 50 percent of benefit plus 10 percent for each minor child but not over full pension to which insured is entitled; bonus of 6 months' salary.

*Death:* Less than 10 years' service: Lump sum of 1 month's salary for each year of service.

120 days prior to sickness. Family insurance: 10 weekly contributions in 4 months preceding illness.

*Maternity:* 4 weekly premium payments during 180 days prior to confinement. Family insurance: 10 weekly contributions in 4 months preceding confinement.

*Old age:* Age, 50 years, 30 years' service; age, 60 years, 10 years' service.

*Invalidity:* No service requirement.

*Duty disability:* No service requirement.

*Survivors:* Widow or invalid widower and unmarried daughters and sons up to 18 years, or parents and unmarried sisters.

*Old age:* Age, 60 years, 30 years' service; each year of service in excess of 30 deducted from age limit. Voluntary—10 years' service.

*Survivors:* 10 years' service by insured.

Widow and children (including males under 18 years); children only; widow and dependent parents; dependent parents; dependent unmarried sisters.

*Death:* Legal heirs.

*Insured:* 5 percent of salaries or wages; first month's increase in pay; 3 percent to cover service prior to date of law.

*Employer:* 6 percent of total pay roll.

*Government:* Taxes on sales or wages and salaries, public utilities, inheritance, and import duties.

*Insured:* 5 percent of salary; first month's increase in salary; 6 percent of salary for years of prior service or 12 percent if deducted from benefit.

*Employer:* 12 percent of salaries.

*Government:* Tax on outstanding loans of bank, and interest on special funds.

#### Uruguay:

General industry, commerce, and public utilities, 1919.

Bank employees, 1925.....

## SELF-HELP COOPERATIVE HOUSING

SUCCESSFUL experiments in the cooperative provision of housing on the self-help plan are being carried on at Penn-Craft Community, near Uniontown, Pa., and at Iona, Idaho. In the one case housing is being provided for industrial workers, mostly miners drawn from the nearby mining villages, in a new community which they are building. In the other, workers from various lines of endeavor—teaching, agriculture, clerical occupations, etc.—are constructing their own homes on plots of ground already owned in a little town of some 400 to 500 population.

These experiments, though small (one involving thus far only 50 families and the other 28 families), are nevertheless examples of what can be done with a small cash investment and community spirit and energy. It is stressed, regarding both enterprises, that they are examples of a technique capable of adaptation in other rural or village areas where land is inexpensive and there is a low-income group with the will to work together for the improvement of the living standards of the whole.

### *Penn-Craft Community*

Under the sponsorship of the American Friends Service Committee<sup>1</sup> a miners' homestead project was started in Fayette County, Pa., in the spring of 1937. As far as possible the houses are being built by the families themselves, under supervision of two skilled mechanics. The purpose of the colony is to serve as an experiment "in finding greater economic security and better social life for the great body of industrial workers in this country." The committee recognizes that the project is on a very small scale, but feels that "it may have significance in finding the answer to the great social problem of economic insecurity and industrial displacement."

A farm of 200 acres was bought, situated 2 miles southwest of Republic (near Uniontown), Pa. On the farm were a large red brick house, a small dwelling over 200 years old, and several outbuildings. The center sections of the land (100 acres in all) were divided up into homestead plots. The other 100 acres are in farm and grazing land, used largely for the raising of hay and feed for cows and poultry kept for the production of milk, eggs, and poultry for the homesteaders' consumption.

<sup>1</sup> This committee was organized by the Quakers in 1917, "as an avenue through which young men and women of the Society of Friends could express their desire to help their fellow men, not by bearing arms and participating in war, but by helping to heal the wounds of war." The program of child feeding in the bituminous-coal fields, undertaken in 1931-32, at the request of President Hoover, led the committee to become interested in means whereby unemployed and partially employed miners could produce their own food from the land and develop new skills as a source of cash income. The project here described was the outgrowth of that interest. The situation described was as it appeared, at the time the project was visited by a member of the Bureau of Labor Statistics staff, in the middle of July 1939.

Of the 50 families which will form the community, about 45 are already living there, occupying the neat, white, frame buildings that will eventually serve as their poultry houses. There are 13 houses under roof and ready for, or in various stages of, interior finishing. Of the remainder, some have the walls partly built, some have only the foundation, and in still others ground is just being broken for excavation of cellars. Because of the method of construction used, a long time is required for the completion of a dwelling.

#### SELECTION AND CHARACTERISTICS OF COLONISTS

In choosing the families, consideration was given to age, financial resources, life expectancy, and production capacity of the family. In families with no financial resources, it was required that there should be an "evident family production for a period of 10 to 15 years." A basic requirement was that the applicants must either be American citizens or take immediate steps toward naturalization. Medical examination was required of all the members of the family before final acceptance.

Preference was given to applicants from Luzerne and Redstone Townships and the area immediately surrounding, but no discrimination was made on account of race or creed. Negroes were accepted in the approximate proportion that they formed of the population of the county.

In the assignment of the land, the homesteaders drew numbered slips entitling them to choice in the order indicated on the slip drawn. Thus possession of No. 1 entitled to first choice among all 50 plots, and No. 5 to choice of the plots remaining after the holders of Nos. 1-4 had made their selection.

The names of the homesteaders indicate that a very large proportion are of English, Scotch, or Welsh descent, these comprising at least three-fifths of the entire number. The rest appear to be of Polish, Slavic, Irish, German, Italian, and French descent.

Large families are the rule. Although the number of families in the community totals only 50, the population is about 350.

#### THE FARMSTEADS

Each farmstead is to consist of a dwelling, poultry house, and possibly other outbuildings, on plots ranging from 1½ to 3 acres, depending upon the topography of the land.

The houses are built of the red stone native to the locality. They are of 4, 5, and 6 rooms and consist of kitchen, living room, bathroom, and 2, 3, and 4 bedrooms, according to the type of house selected. Each bedroom has a large closet. Each house has a full basement and front or rear porch, and is equipped with running water and electricity.

Garages, if wanted, are built under the houses.



There is a standard plan for the 4- and 5-room houses and two plans for the 6-room houses. However, by reversing the plans and by shifting the location of the porch, etc., considerable variety can be obtained. The only hired labor, for which cash must be paid, is that of the skilled carpenter and mason; the rest is all done by homesteaders' labor.

The plots of land are large enough to permit the raising of a substantial part of the family's food, not only for current use but for canning for winter. Additional land, if desired, is available from the farm section.

#### FINANCE, AND TERMS OF CONTRACT

The money which is financing the project was given to the American Friends Service Committee by various contributors. Of the total amount of \$150,000, \$100,000 is being used in 50 loans of a maximum of \$2,000 each. It is estimated that the remainder—\$50,000—will be used in staff salaries, construction equipment, such as trucks, stone crushers, etc., that will be worn out by the time the project is finished, and in the development of industries and other sources of cash income.

Upon becoming a participant in the project, each family signs a lease agreement with the service corporation through which the project is being carried on—Friends Service, Inc. Under this agreement that corporation (termed "the management") agrees to furnish engineering service, design house plans, and supervise and direct the construction of all buildings and public improvements without cost to the leaseholder. It agrees to make available to him the sum of \$2,000 for the construction of his house and to lease the specified building plot to him for a period of 20 years—the period fixed as the term of repayment of the loan in monthly installments.

At the end of the 20-year period, if the leaseholder has made his payments faithfully (or at any prior time, provided he has paid the whole amount of his loan) he becomes the owner of the property and receives title to it, in fee simple.

The homesteader, on his part, agrees to contribute labor toward the construction of his house, to make the specified monthly payments, to keep the premises clean and in good repair, not to allow them to be used for any purpose obnoxious or detrimental to the community, nor to sublet or to lease the property for commercial purposes except with the approval of the management.

Failure to make the payments when due gives the management the right to eject the leaseholder after 60 days' notice and upon entering judgment therefor in court.

If circumstances, such as a change of occupation, make it necessary for a homesteader to move away from the community or if for any

other reason he is unable to continue his contract, it is provided that the management will cooperate in endeavoring to find a suitable person to take over the lease and the rights and obligations therewith and to reimburse the family for its labor and payments made. In the event of the death of the leaseholder before the expiration of the 20-year period, his rights pass to his wife or other personal representative and a new lease is to be made. If the family is unable to carry on the terms of the contract the management will endeavor to find a successor. In neither case, however, does it "assume responsibility" for the finding of such a successor.

It will be noted from the above that the individual property does not come into the legal possession of the homesteader until he has finished paying for it.

#### TERMS OF CASH LOAN

Against the homesteader's cash loan of \$2,000 are debited the cost of the cash labor and the materials used in the construction of the house. He is also debited in a separate account with the labor hours spent by the other colonists on his house; this must be repaid by him in hours of labor on homes of the other residents. The \$2,000 may also be drawn upon for temporary housing, pending construction of the permanent quarters. As noted, many of the families have built frame poultry houses, in which they are now living. The cost of this construction is also debited against the \$2,000 but must be repaid at the rate of \$10 per month during the construction of the dwelling house, in order that the money may be available for the latter.

The \$2,000 is expected to be utilized about as provided for in the following schedule:

Building materials for house.....	\$1, 250
Outbuildings.....	125
Land (average cost for 1½ acres).....	175
Labor and material for water system for entire Penn-Craft tract.....	100
Labor and material for roads system for entire Penn-Craft tract.....	25
Equipment.....	25
Labor (mostly skilled or expert, to be secured and applied as management may direct).....	300
<b>Total.....</b>	<b>2, 000</b>

Actually, the full \$2,000 may or may not be used. Whatever amount of this is finally drawn out must be repaid over a period of 20 years. Principal and interest at 2 percent are amortized at the rate of \$1 per month for every \$200 borrowed. Thus, if the house costs the full \$2,000, the miner pays \$10 a month, which includes interest at 2 percent; if \$1,900, he pays \$9.50, etc. These payments do not begin, however, until the family moves into the finished house.

## LABOR SUPPLY, AND TERMS OF THE "LABOR LOAN"

As already noted, the project is built upon the idea of self-help—upon the utilization as far as possible of the labor of the homesteaders and their families.

Three classes of labor are being used: (1) That of the adults in the homesteader's family; (2) that of youths in the family between the ages of 15 but under 20; and (3) that of the members of the "volunteer labor camp" described later. The labor of classes (1) and (3) is reckoned in terms of man-hours; that of class (2) in terms of boy-hours, one boy-hour being equivalent to three-quarters of a man-hour.

In theory each homesteader is expected to put in at least two 8-hour days (of his own time or that of his sons) each week. In practice the amount varies widely, depending largely upon the amount of paid employment available at the mines and therefore upon the amount of free time at the disposal of the homesteader.

All of the work is under the direction of the project manager, appointed by the American Friends Service Committee. He assigns the available workers to the various gangs, purchases the supplies needed, and regulates the progression of the processes.

Only two workers are hired on a cash basis—a skilled mason<sup>2</sup> and a carpenter, under whom as gang foremen the homesteaders, their sons, and the campers work. The plastering is also hired, on a contract basis with a plastering contractor, but using the labor of the homesteaders.

Some of the homesteaders have specialized skills which have been utilized. Thus, one miner was also an electrician, and one was a skilled carpenter.

Costs have been kept down by utilizing the resources at hand, not only in labor but also in materials. The building stone is quarried and cut on the project, and the sand used in the cement work is crushed in the community's own stone crusher. Improvement in skills and processes has resulted in steadily reducing costs. Thus, whereas the first foundation that was laid cost about \$117, the present cost is about \$30. Again, in laying the stone walls, the men, not being experienced, found difficulty in following measurements and in laying the stone plumb. An adjustable form was devised which requires only that the stone be fitted snugly against it. This new method not only has speeded up the process but has resulted in better workmanship.

*Voluntary labor.*—Labor supplementing that of the colonists and their families is available during the summer from the services of the campers noted above. These are young men and women—members of the Society of Friends or in sympathy with its aims—each of whom

<sup>2</sup> During the period of the volunteer labor camp a second mason was hired.



is spending a period of 2 months in the "voluntary labor service." Most of them are young American college students, but their number also includes several refugees from totalitarian countries, as well as exchange students. The boys are working in the quarry, at the stone crusher, and in the construction of the houses and of an addition to the knitting mill. The girls do the laundry work, mend the boys' clothing, and cook and serve the meals. Several of the girls act as teachers in the nursery school conducted for the children of the homesteaders and help with recreational projects among the young people of the community.

A temporary dormitory for the girls has been set up in the old farmhouse which was on the property and in that house also the meals for all the campers are served. A barracks containing sleeping accommodations for the boys has been erected a short distance away.

#### ACCOUNTING

Detailed accounts are kept and current and full publicity is the rule, so that each colonist may know not only where he stands but also the condition of his neighbors' accounts.

Each man reports at the office the amount of time he has worked each day, and this is entered on his account as credit. It is also entered, as a debit, on that of the homesteader on whose house the time was spent, and an itemized account is rendered to the latter each month, showing labor-hours worked on his dwelling and by whom. Once a week each homesteader also receives a statement showing the status of each of the 50 houses, in terms of labor-hours. This statement shows for each homestead the date the colonist was accepted into the project, the total hours he has worked since that time, the time worked during the week for which the report is made, a "progress estimate" showing the hours that would stand to his credit if the colonist had put in the two 8-hour days a week regarded as standard, the total "purchases" in labor-hours spent by other homesteaders on the house, such purchases during the week of the report, and the balance of labor-hours still owed.

Statements are also rendered, upon completion of each portion of the work, showing the status of the cash accounts.

The colonists had made a regulation that no house should be occupied until the labor-hours spent on it had all been repaid. As the coal mines, which are the local source of employment, were quite active during 1937 when all of the first group of houses were started, this meant that the men had little spare time in which to work off their labor debt. Consequently, the owners of a number of the 13 houses now under roofs, and needing only trim, plumbing, and inside finishing, are still deeply in debt in labor time and will be, even when the houses are ready for occupancy. The disadvantages of letting the finished

houses stand empty are obvious. At the July meeting of the Community Association this problem was therefore given further consideration, and, on the recommendation of the work committee to which the question had been referred, it was decided to permit the homesteaders to move into their houses even though they were in debt on labor-hours. Under the terms of the lease agreement the homesteaders have agreed to provide the labor to finish the houses, and if they failed to do this the management could take action against them just as if they refused to pay their rent. The homesteaders felt, therefore, that their interests would be sufficiently protected.

There is also a regulation that no homesteader, having paid up his entire labor debt, may accumulate thereafter more than 100 labor hours. This is to prevent the piling up of large labor debts that the community will have to redeem, and to distribute the labor equally among the residents. The 100-hour surplus is to be used for extra labor-needed after the house is finished, such as grading, laying of sidewalks, etc.

#### COMMUNITY LIFE AND ACTIVITIES

Each family is automatically a member of the Penn-Craft Community Association. The lease agreement provides that this association shall have general management of community affairs and may, upon a two-thirds vote, eventually purchase the community property. This association functions like the old "town meeting." At these meetings are thrashed out questions of general interest, regulations governing the carrying out of homesteader obligations as to the labor debt, etc.

There is a good deal of community life—lectures, entertainments, and social gatherings of one kind and another. There is hardly an activity for which provision has not been made. The gregarious tendencies of the colonists are indicated by the fact that they have formed about 40 associations or committees for various purposes. These include social and educational associations and committees and are designed to enlist in group activities the residents of all ages, from those of nursery age upward.

Community activities center in the brick house which was the residence on the farm. Here are held the town meetings, entertainments, etc., as well as the nursery school which the children attend in the mornings during the summer vacation period.

The plans call for recreation areas for the young people and for the children, and space (as yet undeveloped) has been set aside for them.

The project office is housed in a frame building which it shares with the cooperative store. The cooperative store (Penn-Craft Cooperative Store, not incorporated) was started with 3 members and a capital of \$15, soon after the project was opened in the spring of 1937. It now

has a capital of \$150, about 20 fully paid members and nearly 30 partly paid members, and is doing a business of \$1,100 to \$1,500 a month. The manager is a graduate of Rochdale Institute.

In 1938 a large tract of land was put into garden, which was worked cooperatively. The produce was distributed among the participants and the surplus was canned and sold through the cooperative store.

#### ACCOMPLISHMENTS AND PROBLEMS OF THE COMMUNITY

One has only to compare the attractive, substantial dwellings rising here and there on the gently rolling green land of Penn-Craft Community with the unpainted shacks standing in stark rows, unrelieved by grass or trees, in the nearby mine "patches" where the homesteaders formerly lived, to realize what a long step upward this experiment means in their scale of living. The new plan will enable the homesteader, by labor and small cash payments, to acquire an equity of about \$1,500 in the course of some 2 years' time. At the end of 20 years he will be the owner of a home that the manager estimates<sup>3</sup> to be worth about \$3,000 for tax purposes and at least \$4,000 in the real-estate market.

Although the mine towns have afforded these people little previous practice in community activity, the homesteaders are rapidly becoming accustomed to participation in Penn-Craft affairs. By working together day after day, in the various processes of house construction, a sense of fellowship is being built up among them.

An incidental advantage is that they are benefiting from their participation in the project by learning new skills which may be utilized later as sources of cash income. Thus, several of the men, under the instruction of the hired mason, have learned to cut the building stone. Others are becoming proficient in carpentry, cement work, and other processes.

The shortcomings of human nature crop up every so often, however, in the daily operations. "The Penn-Craft," the mimeographed news sheet issued by the community, notes in one issue the tendency of some homesteaders to pay their labor debt in "boy-hours," i. e., not by their own labor but by that of their sons. There are two objections to this: (1) The purpose of the plan is to enlist the efforts of the homesteaders themselves; and (2) boy labor is generally neither so efficient nor productive of such good workmanship as that of adults.

Some participants occasionally display a tendency to perform less efficient work on their neighbors' houses than on their own, and to feel that all they need to do is to "put in time." The paper above mentioned stresses that results are what count. However, the pressure of public opinion and the sharp eyes of the householder for whom the work is being done tend to correct this situation.

<sup>3</sup> On the basis of the statements of a committee of architects that visited the project.



Another problem that is going to become more and more apparent is the cutting down of the labor supply available, as the first builders pay off their labor debt. It will probably mean that more cash labor will have to be hired.

*Sources of cash employment.*—At present the main—indeed practically the only—source of cash employment open to the homesteaders is in the mines nearby. Although some of these are still shut down, others are operating full time, dividing the available work among their full force. Thus, each man gets 2 or 3 days' work each week. However, the prospects of continued employment from this direction are doubtful, as many of the mines are nearly worked out.

The plots of ground at Penn-Craft are too small for full subsistence, though valuable as an auxiliary source of support. The problem is, then, to devise new means of at least part-time employment, and to this problem much thought is being given. It is hoped to develop some industries which will produce goods for use by the colonists as well as for sale. Various commodities are under consideration.

One enterprise has already been started—a knitting mill specializing in sweaters. Each homesteader donated 100 hours of work to build the factory. Here is employed a small force, consisting of the members of homesteaders' families—young sons, wives, and daughters. The boys tend the knitting machines, the girls and women sew the parts together, put on the zippers, etc., and one of the homesteaders (otherwise unemployed) runs the pressing machine. The work is done under the supervision of a skilled knitter. The factory has been successful in building up quite a local trade. At the time it was visited, it was working overtime on its biggest order to date—300 dozen sweaters (to retail at \$1 each) for the Grant chain. So successful has this enterprise been that an addition is already being built, using campers' labor. After initial costs of the machinery and building are paid for, the shop will be run on a cooperative basis and any profits will be divided among the homesteaders.

This enterprise is giving employment to some 30 persons, employed in 2 shifts of 15 each. On the farm, one homesteader and his sons are engaged, and the office and cooperative store employ one person each. This is the extent of the paid jobs at present provided for colonists in the community.

With a view to the development of handicrafts, the products of which can be used by the homesteaders as well as offered for sale, two members of the community have been sent down to the Penland School of Handicrafts in North Carolina to receive 4 weeks' instruction in hand weaving. Other possible sources of cash income are under consideration, such as the starting of other industries or processes, but nothing definite has yet been decided upon.



The development of additional homestead projects will depend upon the repayment of the original amounts used in the present project. If new projects are undertaken, these will probably be for younger people and with the idea of full subsistence plots, with probably auxiliary employment in the processing of farm products.

### *Iona Self-Help Cooperative*<sup>4</sup>

The Idaho group began operations in 1934. Its membership consisted of 15 families, most of the family heads being unemployed. They were living in shabby rented quarters, tents, and shacks, and one family was inhabiting a chicken house.

At that time there was a State-wide self-help program and small grants were being made from Federal funds to groups of unemployed who had banded into so-called "self-help cooperatives" for the filling of at least some of their own needs.

The main need of the Iona group, it seemed, was housing. Some of the families owned small plots of ground, but they had found it impossible to build without more resources than they had heretofore possessed. As the village was small and land cheap, acquisition by the other families of a building lot was possible for a small sum. However, as the annual cash income of the group averaged only \$580 for an average family of 5, it was evident that no great financial obligation for housing could be incurred.

The group applied to the FERA for a revolving building fund, to be used for loans to individual members. The sum of \$1,484 was granted to the association; this was later increased to \$1,750.

The housing plan was carried out on principles worked out by the group itself. The State agency, the Idaho Cooperative Loan Corporation, through which the Federal funds were disbursed, assisted with "guidance and advice," but the "basic plan and its successful execution have come from within the cooperative group."<sup>5</sup>

Under the plan, each member participating is required to own a lot with title clear. Upon fulfilling this requirement he may receive a cash loan from the revolving fund in an amount not to exceed \$500, plus a loan of cooperative labor (i. e., part-time assistance in the construction of his house by his fellow members). If his application is favorably received by the cooperative, it is forwarded to the State corporation and his lot is deeded, as security, to a disinterested trustee acceptable to him and to the corporation. The cash loan is made available and the materials necessary for construction are purchased by the cooperative's bonded accountant, so that the actual money does not pass through the hands of the borrower.

<sup>4</sup> Data are from address at the National Conference of Social Work at Buffalo, N. Y., June 24, 1939, by Lois L. Pugh, president of Idaho Cooperative Loan Corporation.

<sup>5</sup> Idaho Loan Corporation. *Self-Help Cooperatives in Idaho*, 1935-39 (p. 15). Boise, 1939.

Construction is usually begun in a slack period when other employment is not available. The members meet and have a "house-raising bee." This "labor loan"—i. e., the labor contributed by the borrower's fellow cooperators—is charged against him and credited to their individual accounts on the books of the cooperative, at the rate of 30 cents an hour. This labor must eventually be repaid by the owner with his own labor on other members' houses.

The cash loan usually must be repaid over a period of from 2 to 5 years. Payments range from \$3 to \$10 per month, which is generally less than the amount previously paid in rent. When the loan is repaid and the labor claims also satisfied, the borrower receives title to the property.

Generally three loans are necessary to provide for the construction of a complete house. The first loan provides the concrete basement, which is arranged into several rooms—ordinarily kitchen, living room, and two bedrooms—so that it can serve as living quarters while the first loan is being repaid. The second loan covers the cost of the shell of the superstructure—walls, roof, and windows. The third loan provides for the materials for finishing the dwelling.

Thus, in a period of 6 to 10 years the family has been enabled to pay for a home worth some \$2,000 to \$2,500, without owing more than \$400 to \$500 in cash at any one time or paying more than \$12 in interest in any year. The exchange of labor of course accounts for a very great reduction in the cash outlay otherwise necessary. Such labor is carried on under the guidance of a carpenter member.

Use of the \$1,750 revolving fund has made possible the construction of 15 basement houses, 6 additions (superstructures), and 7 complete houses—with an aggregate value of \$17,588. The fund has "revolved" nearly three times; and loans to the amount of \$4,688 have been made, of which \$2,936 has already been repaid. In order to reduce the cash outlay, the members have been active in salvaging materials from old buildings being demolished, have made building blocks, have utilized native stone (replacing the concrete originally used, which had to be purchased), and have effected various other economies. The cash value of materials used has thus been kept low—a total of \$8,209 during the period. The value of labor exchanged totaled \$6,309.

The houses are equipped with cesspools (as there is no general sewage system in the village), running water, and electric lights. All of these represent luxuries, compared to the conditions under which the members formerly lived.

In 1938, under the guidance of an expert from the Idaho University Extension Service, landscaping was carried on and the yards have been beautified by the planting of trees, shrubs, and flowers.

The original group of 15 has been expanded to 28. Throughout the experiment there has been a waiting list of applicants and there are

now 7 such applications pending. The cooperative has decided, however, not to admit any new members until the houses under way have been finished.

The success of the housing venture led the group to look about for other ways in which the living standards could be improved by cooperative means. Medical and dental care have been obtained in a novel way. A plan has been worked out with two local physicians and a dentist by which each member family can obtain up to \$50 worth of care. The bill is covered by a rider (or mortgage) on the house contract, payable after payment has been completed on the house.

A credit union (with about \$100 in capital) has been established and not only is aiding in the credit problems but is assisting in a food-conservation program which the group has undertaken. Garden plots are being worked to produce food for the families' consumption. In the spring of 1938, each member family pledged itself to store, by 1940, ten 10-gallon cans of nonperishable food, and to raise, each season, one animal to butcher. This was "in anticipation of future economic depressions," and would enable the family to weather 6 months without distress.

One member wrote regarding his participation in this program—

I just butchered our self-help pig which gave us 315 pounds of meat. We have enough lard to last our family a year; also some bottled sausage. We will have our winter's meat and two cured hams and some salt bacon for next summer. We fed this pig lots of weeds from the garden and scraps from the house, together with \$6.00 worth of wheat, and we sold a litter of pigs for \$40.00. We have on hand now 600 pounds of flour, 30 sacks of potatoes, 400 pounds of squash, about 100 pounds of dried beans, together with a lot of carrots, dried corn, onions, cabbage, etc. We have only 1 ton of coal, but we have cut enough willows to last us 3 months.

At the end of 1938 some of the families still had insufficient milk and butter. The group therefore voted that every family without a cow must take a loan of \$5 from the credit union. This was to be used for the purchase of a heifer calf, in the spring of 1939, to be raised as a source of these products.

The community of interests induced by cooperative labor on the house-building project has thus produced a growing community feeling in other problems, which they are therefore setting out to solve together.



## LABOR AND UNIT COSTS IN PWA LOW-RENT HOUSING

By HERMAN B. BYER and CLARENCE A. TRUMP, *Bureau of Labor Statistics*

THE need for low-rent housing was intensified during the depression. Not only were more dwelling units required within the range of the lower-income families, but residential construction during 1932 and 1933 had dropped to an exceptionally low level. In the urban areas of the United States only 56,000 new dwelling units were provided in 1932 and only 40,000 in 1933. This compares with more than 500,000 dwelling units built each year during the period 1922 to 1928, inclusive.

Under title II of the National Industrial Recovery Act of 1933, provision was made for a housing program. In the beginning the Housing Division of the Public Works Administration adopted a limited-dividend loan policy whereby money was loaned to private agencies for the construction of low-rent housing. In February 1934, however, this policy was abandoned in favor of one involving the initiation, financing, and construction of housing projects directly by the Public Works Administration. Under this program 52 housing developments costing approximately \$130,000,000 were undertaken. This article covers only the 47 projects in Continental United States.

To determine how successful this program was in accomplishing the function of providing work and stimulating industry, the Bureau of Labor Statistics studied the employment and pay-roll reports of contractors and subcontractors working at the site of the projects. From these reports the hours of labor at the site of construction could be easily determined. The measurement of the hours worked away from the construction site in the production and distribution of the materials used was a considerably more difficult problem, involving studies of the labor requirements in the production of the more important construction materials.<sup>1</sup> On the basis of these studies the Bureau estimated the hours worked in producing and distributing the \$42,481,000 worth of construction material used for the 47 projects that have been completed in Continental United States. In these 47 projects, 36,577,800 man-hours were provided at the site of construc-

<sup>1</sup> For reports of such studies see *Monthly Labor Review*, May 1935, p. 1155 (steel manufacture); March 1936, p. 564 (cement production); May 1937, p. 1136 (lumber production); October 1937, p. 846 (rail transportation of construction materials); December 1937, p. 1391 (clay products); June 1938, p. 1381 (production and distribution of plumbing and heating apparatus); March 1939, p. 559 (manufacture and distribution of electrical products); July 1939, p. 87 (labor requirements in production and distribution of sand and gravel).



tion and 48,196,900 man-hours were provided in mines, forests, factories, and in transportation systems in producing the materials needed.

The dwelling units in these housing projects ranged in size from two to six rooms, with gross rentals per month (including facilities) having an approximate range of \$12 to \$30. Each dwelling unit was planned with a kitchen and bath, and was supplied with hot water, a range for cooking, and mechanical refrigeration. Lawns, walks, recreational facilities, playgrounds, and laundry space were included in each project.

Dwelling units were provided in these buildings at an average construction cost of \$4,473, or \$1,270 per room. The average construction cost of the 27 northern projects was \$4,690 per dwelling unit, or \$1,305 per room, and of the 20 southern projects, \$3,941 per dwelling unit, or \$1,177 per room.

The average cost per cubic foot for all projects was 48.3 cents, of which 18.1 cents was for labor, 21.4 cents for material, and 8.8 cents for other expenses and profit. The average cost per cubic foot for the northern projects was 49.1 cents, with a labor cost of 19.1 cents, a material cost of 21.3 cents, and a cost for other expenses and profit of 8.7 cents. Similar data for the southern projects were: Total 45.9 cents, labor 15.4 cents, material 21.6 cents, and other expenses and profit 8.9 cents.

In 1937 the administration of these Federal slum-clearance and low-rent housing projects was transferred by executive order from the Housing Division of the Public Works Administration to the United States Housing Authority. In the selection of tenants for these dwellings, families in the lower-income groups and with the greatest need for housing are given first consideration. At the time of admission each family must have an income sufficient to pay the rent and at the same time to provide for its other necessary expenses. The family income, however, must not exceed 5 times the rental rate (including the cost of heat, light, water, and cooking fuel) unless there are 3 or more dependents, in which case the income must not exceed 6 times the rental rate. To be accepted as a tenant, the family must be living under substandard housing conditions.

### *Distribution of Expenditures*

The construction-contract prices for the 47 completed projects in continental United States amounted to \$96,009,000, three-fourths of which was for 27 projects in the Northern States and the remaining fourth for 20 projects in the South. The southern projects were

smaller, and the wages lower, hourly earnings averaging 70.8 cents as compared with \$1.113 in the North. For all 47 housing projects average hourly earnings were 98.5 cents.

For the 47 projects, 37.5 percent of the total expenditures of \$96,009,000 went for pay rolls at the site, 44.3 percent for materials, and the remaining 18.2 percent for all other expenditures and profit. The percentage for pay rolls at the site was higher for the northern projects than for the southern, 38.9 percent as compared with 33.5 percent in the South. Expenditures for materials, on the other hand, accounted for a higher percentage of the total cost of the southern projects than of the northern; this was due more to lower wages in the South than to any difference in the cost of materials other than differentials attributable to freight rates and other transportation costs. Other expenses and profit amounted to 17.8 percent of the total cost of the northern projects and 19.5 percent of the southern.

The following table shows the distribution of expenditures on the 47 Public Works Administration low-rent housing projects.

TABLE 1.—*Distribution of Expenditures, by Type of Expenditure and Location of Project on 47 PWA Low-Rent Housing Projects*

[Subject to revision]

Item	All projects		27 northern projects		20 southern projects					
					Total		6 projects without central or group heating		14 projects with central or group heating	
	Amount	Per-cent	Amount	Per-cent	Amount	Per-cent	Amount	Per-cent	Amount	Per-cent
All items.....	\$96,009,111	100.0	\$71,560,677	100.0	\$24,448,434	100.0	\$5,114,331	100.0	\$19,334,103	100.0
Pay roll at site.....	36,018,889	37.5	27,836,860	38.9	8,182,029	33.5	1,570,128	30.7	6,611,901	34.2
Material.....	42,480,662	44.3	30,982,777	43.3	11,497,885	47.0	2,429,115	47.5	9,068,770	46.9
Other, including profit.....	17,509,560	18.2	12,741,040	17.8	4,768,520	19.5	1,115,088	21.8	3,653,432	18.9

Of the \$42,480,662 expended for materials, the largest amounts went for stone, clay, and glass products which accounted for 30.4 percent and for iron and steel products which amounted to 22.0 percent.

The value of material orders placed in the construction of the 47 low-rent housing projects is shown in table 2.

TABLE 2.—Percentage Distribution of Expenditures, by Type of Material and Location of Project, on 47 PWA Low-Rent Housing Projects

Type of material	Percent of total expenditures for specified materials used in—				
	All projects	27 northern projects	20 southern projects		
			Total	6 projects without central or group heating	14 projects with central or group heating
All types.....	100.0	100.0	100.0	100.0	100.0
Electric wiring and fixtures.....	6.7	6.9	6.1	5.5	6.2
Forest products.....	10.2	10.0	10.8	14.6	9.7
Lumber and timber.....	5.5	5.2	6.5	8.6	6.0
Millwork.....	4.7	4.8	4.3	6.0	3.7
Iron and steel products.....	22.0	22.8	20.1	20.2	20.1
Metal doors and windows <sup>1</sup> .....	7.4	7.7	6.5	6.1	6.6
Hardware.....	2.2	2.2	2.3	2.8	2.3
Metal lath and channels.....	1.4	1.3	1.5	2.0	1.3
Reinforcing and structural steel.....	7.0	7.3	6.4	5.5	6.7
Wireworks products.....	.3	.8	.3	.2	.3
Other iron and steel products.....	3.7	4.0	3.1	3.6	2.9
Composition flooring and linoleum.....	1.4	1.4	1.3	1.5	1.2
Paints and varnishes.....	1.2	1.2	1.3	1.4	1.3
Heating and ventilating equipment.....	10.9	11.4	9.6	.6	12.0
Plumbing supplies and fixtures.....	13.0	12.5	14.6	15.4	14.4
Roofing and roof insulation.....	2.4	2.1	3.2	4.6	2.8
Sheet metal (copper).....	.7	.6	.9	.8	1.0
Stone, clay, and glass products.....	30.4	29.9	31.3	34.5	30.5
Brick and hollow tile.....	9.8	10.2	8.7	8.2	8.8
Cement.....	3.9	3.4	5.2	2.7	5.9
Ceramic tile.....	.8	.7	.9	1.5	.7
Concrete products.....	9.4	9.7	8.7	13.9	7.4
Glass.....	.6	.7	.5	.8	.4
Marble, granite, etc.....	1.1	1.0	1.1	.8	1.2
Sand and gravel.....	2.3	1.8	3.5	2.9	3.7
Wall plaster and wall board.....	2.5	2.4	2.7	3.7	2.4
Materials not classified.....	1.1	1.2	.8	.9	.8

<sup>1</sup> Glazed.

### Labor Requirements

Approximately 84,774,700 man-hours of labor were required for the 47 housing projects, 43.1 percent of which were worked at the site and 56.9 percent away from the site in the production and distribution of materials, or 1.32 man-hours of off-site labor for every hour worked at the site. In estimating off-site man-hours a national average has been applied to the materials on all projects. On this basis the number of man-hours of off-site labor per 1,000 cubic feet appears to have been about the same for the northern and southern projects.<sup>2</sup> On the other hand, fewer man-hours of site labor per 1,000 cubic feet were required in the North than in the South. Thus, on projects in the North there were 1.40 hours and on projects in the South, 1.14 hours of off-site labor for each hour of site labor.

Table 3 shows the distribution of man-hours required, both site and off-site, for the construction of the 47 low-rent housing projects.

<sup>2</sup> There were 246 man-hours per 1,000 cubic feet on northern projects and 255 man-hours on southern projects.

TABLE 3.—*Distribution of Site and Off-Site Labor Required for Construction of 47 PWA Low-Rent Housing Projects, by Location of Project*

Type of man-hours	Total, 47 projects		27 northern projects		20 southern projects	
	Number	Percent	Number	Percent	Number	Percent
Total man-hours.....	84,774,700	100.0	60,059,000	100.0	24,715,700	100.0
Site man-hours.....	36,577,800	43.1	25,016,600	41.7	11,561,200	46.8
Off-site man-hours.....	48,196,900	56.9	35,042,400	58.3	13,154,500	53.2

The length of time required to complete the projects varied from 12 to 32 months. In part the length of time required depended upon the size of the projects, as will be seen from table 4 in which projects are arrayed from small to large. Portions of the larger projects were of course completed and occupied before the entire contract was completed.

TABLE 4.—*Period Required in Construction of 47 PWA Low-Rent Housing Projects, by Size of Project*

Cubic-foot content of buildings	Number of projects	Period (months) required		
		Range	Average number to completion	Average number to 50-percent completion
All groups.....	47	12-32	21.7	12.9
Under 2,000,000 cubic feet.....	12	13-22	18.5	10.9
2,000,000 to 3,999,999 cubic feet.....	13	12-26	19.9	11.9
4,000,000 to 5,999,999 cubic feet.....	9	18-26	22.1	11.5
6,000,000 to 7,999,999 cubic feet.....	8	20-32	24.1	12.3
Over 8,000,000 cubic feet.....	5	26-32	29.0	16.5

By combining the monthly distributions of man-hours worked at the site for the 47-low-rent housing projects, a distribution was obtained which shows that the peak of man-hours worked per month occurred in the thirteenth month for all projects combined. Employment at the construction site was generally low during the first 6 months, rose rapidly to a peak at the end of about 1 year, decreased gradually for approximately 4 months, and then declined rapidly after about the sixteenth or seventeenth month.

The following table shows the percentage distribution of the total number of man-hours worked on all projects combined, by size of project and month.



TABLE 5.—Percentage Distribution of Man-Hours Worked, by Month of Operation and Size of Projects, on 47 PWA Low-Rent Housing Projects

Month of operation	All projects		Man-hours worked on projects of—									
			Under 2,000,000 cubic feet (12 projects)		2,000,000–3,999,999 cubic feet (13 projects)		4,000,000–5,999,999 cubic feet (9 projects)		6,000,000–7,999,999 cubic feet (8 projects)		Over 8,000,000 cubic feet (5 projects)	
	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage	Simple percentage	Cumulative percentage
First month.....	0.5	0.5	1.1	1.1	0.4	0.4	0.8	0.8	0.3	0.3	(1)	—
Second month.....	1.4	1.9	2.3	3.4	1.7	2.1	1.9	2.7	1.1	1.4	0.5	0.5
Third month.....	2.2	4.1	3.3	6.7	3.1	5.2	3.3	6.0	1.6	3.0	.6	1.1
Fourth month.....	2.2	6.3	3.3	10.0	3.1	8.3	3.3	9.3	1.5	4.5	.6	1.7
Fifth month.....	2.0	8.3	3.0	13.0	3.4	11.7	2.5	11.8	.9	5.4	.9	2.6
Sixth month.....	2.5	10.8	2.2	15.2	4.4	16.1	3.3	15.1	1.8	7.2	1.2	3.8
Seventh month.....	3.1	13.9	4.4	19.6	3.8	19.9	4.3	19.4	2.6	9.8	1.2	5.0
Eighth month.....	3.9	17.8	5.8	25.4	3.5	23.4	5.4	24.8	4.4	14.2	1.6	6.6
Ninth month.....	5.2	23.0	7.4	32.8	5.1	28.5	6.5	31.3	6.8	21.0	1.4	8.0
Tenth month.....	6.4	29.4	8.9	41.7	6.7	35.2	7.7	39.0	8.8	29.8	1.5	9.5
Eleventh month.....	7.1	36.5	8.9	50.6	7.5	42.7	7.7	46.7	9.5	39.3	3.0	12.5
Twelfth month.....	7.0	43.5	9.6	60.2	7.5	50.2	6.9	53.6	8.3	47.6	4.4	16.9
Thirteenth month.....	7.6	51.1	9.4	69.6	7.7	57.9	7.8	61.4	7.8	55.4	6.3	23.2
Fourteenth month.....	7.3	58.4	8.8	78.4	7.1	65.0	7.9	69.3	7.5	62.9	6.2	29.4
Fifteenth month.....	7.5	65.9	7.1	85.5	7.7	72.7	7.0	76.3	7.4	70.3	8.1	37.5
Sixteenth month.....	7.0	72.9	5.4	90.9	6.6	79.3	6.5	82.8	7.1	77.4	8.3	45.8
Seventeenth month.....	6.2	79.1	3.7	94.6	6.1	85.4	5.4	88.2	6.3	83.7	8.1	53.9
Eighteenth month.....	5.2	84.3	2.1	96.7	4.8	90.2	4.3	92.5	5.5	89.2	7.6	61.5
Nineteenth month.....	4.4	88.7	1.7	98.4	3.7	93.9	3.1	95.6	4.5	93.7	7.3	68.8
Twentieth month.....	3.5	92.2	1.1	99.5	2.8	96.7	1.9	97.5	3.0	96.7	7.1	75.9
Twenty-first month.....	2.5	94.7	.5	100.0	1.9	98.6	1.3	98.8	1.2	97.9	6.4	82.3
Twenty-second month.....	1.9	96.6	(1)	—	1.1	99.7	.8	99.6	.8	98.7	5.5	87.8
Twenty-third month.....	1.3	97.9	—	—	.3	100.0	.3	99.9	.5	99.2	4.3	92.1
Twenty-fourth month.....	.8	98.7	—	—	(2)	—	.1	100.0	.4	99.6	3.0	95.1
Twenty-fifth month.....	.5	99.2	—	—	(2)	—	(2)	—	.2	99.8	1.7	96.8
Twenty-sixth month.....	.4	99.6	—	—	(2)	—	(2)	—	.1	99.9	1.4	98.2
Twenty-seventh month.....	.2	99.8	—	—	—	—	—	—	.1	100.0	.7	98.9
Twenty-eighth month.....	.1	99.9	—	—	—	—	—	—	(4)	—	.5	99.4
Twenty-ninth month.....	.1	100.0	—	—	—	—	—	—	(4)	—	.2	99.6
Thirtieth month.....	(2)	—	—	—	—	—	—	—	(4)	—	.2	99.8
Thirty-first month.....	(2)	—	—	—	—	—	—	—	(4)	—	.2	100.0
Thirty-second month.....	(1)	—	—	—	—	—	—	—	(4)	—	(1)	—
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

<sup>1</sup> Less than a tenth of 1 percent.<sup>2</sup> Total for 3 months less than a tenth of 1 percent.<sup>3</sup> Total for 2 months less than a tenth of 1 percent.<sup>4</sup> Total for 5 months less than a tenth of 1 percent.

As a part of this study of labor requirements and distribution of expenditures, the Bureau computed costs for each low-rent housing project. Costs per family-dwelling unit, room, and cubic foot were computed on the basis of the total construction cost of the project, including such items as trunk and storm sewers, electrical distribution systems, office and store buildings, social and recreational buildings, garages, etc., and also on the basis of the cost of dwelling facilities only. The average cost per family-dwelling unit for the 47 projects when computed on the basis of the total construction cost was \$4,473 and when computed on the basis of the cost of dwelling facilities only the average cost per unit was \$4,239. Dwelling-unit costs, based on the cost of dwelling facilities only, ranged from \$2,245 for the Pat-

terson Courts project in Montgomery, Ala., to \$5,891 for the Hill Creek project in Philadelphia, Pa. Average room cost was \$1,270 when based on the total cost of the project and \$1,204 when based on the cost of dwelling facilities only. Based on the total cost of the project, cubic foot cost was 48.3 cents and for dwelling facilities only, 43.6 cents. The cost per cubic foot on the Langston project in Washington, D. C. (57.8 cents), was almost double that on the Riverside Heights project in Montgomery, Ala. (31.7 cents).

In addition to total costs per dwelling unit, room, and cubic foot, the Bureau computed material costs per cubic foot for all buildings except garages. For all projects combined the material cost per cubic foot of all buildings except garages was 20.6 cents. For the 6 southern projects without central heat the material cost was 18.4 cents per cubic foot, while for the 14 southern projects with central heat the material cost per cubic foot was slightly higher than the cost of the 27 northern projects (20.9 cents per cubic foot for the 14 projects with central heat and 20.7 cents for the 27 northern projects).

Costs per dwelling unit and per room, and per cubic foot are shown in table 6.

TABLE 6.—Average Cost per Dwelling Unit and per Room for Individual PWA Low-Rent Housing Projects

Name and location of project	Family-dwelling units			Rooms		
	Number <sup>1</sup>	Average cost, based on—		Number <sup>1</sup>	Average cost, based on—	
		Construction-contract price	Cost of dwelling facilities only <sup>2</sup>		Construction-contract price	Cost of dwelling facilities only <sup>2</sup>
All 47 projects.....	21,463	\$4,473	\$4,239	75,590	\$1,270	\$1,204
27 northern projects.....	15,259	4,690	4,487	54,825	1,305	1,249
20 southern projects.....	6,204	3,941	3,627	20,765	1,177	1,084
<i>Northern projects</i>						
1 project without central or group heating: Evansville, Ind.—Lincoln Gardens.....	192	2,904	2,866	567	954	970
26 projects with central or group heating.....	15,067	4,712	4,508	54,258	1,309	1,252
Atlantic City, N. J.—Stanley S. Holmes Village.....	277	4,043	3,900	928	1,207	1,164
Boston, Mass.—Old Harbor Village.....	1,016	5,193	4,958	3,860	1,367	1,305
Buffalo, N. Y.—Kenfield.....	660	5,969	5,578	2,762	1,426	1,333
Cambridge, Mass.—New Towne Court.....	294	4,597	4,475	1,172	1,153	1,123
Camden, N. J.—Westfield Acres.....	517	5,049	4,870	1,861	1,403	1,353
Chicago, Ill.—						
Julia C. Lathrop Homes.....	925	4,868	4,758	3,254	1,384	1,353
Trumbull Park.....	468	5,374	5,202	1,747	1,440	1,394
Jane Addams Houses.....	1,036	4,773	4,726	3,604	1,372	1,358
Cincinnati, Ohio.—Laurel Homes.....	1,039	4,360	4,135	3,362	1,347	1,278

<sup>1</sup> Social and recreational units contained in space which might have been utilized for dwelling units have been considered as dwelling units.

<sup>2</sup> These data are based on the construction-contract price, less the estimated cost of the following facilities: Dormitory buildings, rentable office buildings, store buildings, garages, social and recreational buildings, electrical distribution systems (outside of buildings), trunk-line and storm sewers, and street improvements, etc. The cost of all other accessory buildings is included.

TABLE 6.—Average Cost per Dwelling Unit and per Room for Individual PWA Low-Rent Housing Projects—Continued

Name and location of project	Family-dwelling units			Rooms		
	Num- ber	Average cost, based on—		Num- ber	Average cost, based on—	
		Con- struc- tion- con- tract price	Cost of dwell- ing fa- cilities only		Con- struc- tion- con- tract price	Cost of dwell- ing fa- cilities only
Northern projects—Continued						
26 projects with central or group heating—Continued.						
Cleveland, Ohio—						
Cedar-Central Apartments.....	654	\$3,608	\$3,380	2,312	\$1,021	\$956
Outhwaite Homes.....	579	4,185	3,814	2,166	1,119	1,019
Lakeview Terrace.....	620	4,626	4,146	2,311	1,241	1,112
Detroit, Mich.—						
Brewster.....	703	4,684	4,324	2,368	1,390	1,284
Parkside.....	781	4,676	4,432	2,847	1,283	1,216
Indianapolis, Ind.—Lockfield Garden Apartments.	748	3,054	2,962	2,538	900	873
Lackawanna, N. Y.—Baker Homes.....	271	4,913	4,841	1,110	1,200	1,182
Milwaukee, Wis.—Parklawn.....	518	4,021	3,760	2,018	1,032	965
Minneapolis, Minn.—Sumner Field Homes.....	470	5,174	5,046	1,730	1,406	1,371
New York, N. Y.—						
Williamsburg Houses.....	1,674	5,082	4,966	5,888	1,445	1,412
Harlem River Houses.....	583	4,726	4,523	1,978	1,393	1,333
Omaha, Nebr.—Logan Fontanelle Homes.....	290	4,791	4,666	1,132	1,227	1,195
Philadelphia, Pa.—Hill Creek.....	258	6,256	5,891	999	1,616	1,521
Schenectady, N. Y.—Schonowee Village.....	220	4,248	4,189	720	1,298	1,260
Stamford, Conn.—Fairfield Court.....	148	4,677	4,543	506	1,368	1,329
Toledo, Ohio—Brand Whitlock Homes.....	266	5,057	4,749	913	1,473	1,384
Wayne, Pa.—Highland Homes.....	52	4,770	4,634	172	1,442	1,401
Southern projects						
6 projects without central or group heating.....						
Birmingham, Ala.—Smithfield Court.....	1,476	3,464	3,154	4,717	1,085	987
Charleston, S. C.—Meeting Street Manor.....	544	3,175	2,897	1,588	1,088	992
Jacksonville, Fla.—Durkeeville.....	214	5,107	4,928	706	1,548	1,494
Miami, Fla.—Liberty Square.....	217	3,634	3,011	709	1,112	921
Montgomery, Ala.—	243	3,333	2,977	860	942	841
Riverside Heights.....	100	3,209	2,934	324	990	906
Wm. B. Patterson Courts.....	158	2,370	2,245	530	707	669
14 projects with central or group heating.....	4,728	4,089	3,775	16,048	1,205	1,112
Atlanta, Ga.—						
Techwood Homes.....	604	3,307	2,688	2,124	940	764
University Homes.....	675	2,780	2,468	2,343	801	711
Columbia, S. C.—University Terrace.....	122	4,573	4,037	415	1,344	1,187
Dallas, Tex.—Cedar Springs Place.....	182	4,285	4,017	602	1,296	1,214
Enid, Okla.—Cherokee Terrace.....	82	4,787	4,648	318	1,234	1,199
Lexington, Ky.—Blue Grass Park-Aspendale.....	287	4,805	4,458	951	1,450	1,345
Louisville, Ky.—						
La Salle Place.....	213	4,888	4,601	809	1,287	1,211
College Court.....	126	4,616	4,496	411	1,415	1,378
Memphis, Tenn.—						
Dixie Homes.....	636	3,873	3,697	2,019	1,220	1,165
Lauderdale Courts.....	449	5,186	4,862	1,574	1,479	1,387
Nashville, Tenn.—						
Andrew Jackson Courts.....	403	3,470	3,288	1,276	1,096	1,038
Cheatham Place.....	314	4,680	4,354	1,045	1,406	1,308
Oklahoma City, Okla.—Will Rogers Courts.....	358	4,472	4,201	1,246	1,285	1,207
Washington, D. C.—Langston.....	277	5,297	5,046	915	1,603	1,528

The cost per cubic foot of the 47 projects, individually, is given in table 7.



TABLE 7.—Cubic Content and Cost per Cubic Foot of Individual PWA Low-Rent Housing Projects

Name and location of project	Cubic foot content of project		Cost per cubic foot, based on—	
	All build-ings	Dwelling facilities only <sup>1</sup>	Construc-tion-con-tract price	Cost of dwelling facilities only <sup>2</sup>
All 47 projects.....	198,950,200	194,202,760	\$0.483	\$0.468
27 northern projects.....	145,638,200	142,558,840	.491	.480
20 southern projects.....	53,312,000	51,643,920	.459	.436
<i>Northern projects</i>				
1 project without central or group heating: Evansville, Ind.—Lincoln Gardens.....	1,420,400	1,420,400	.393	.387
26 projects with central or group heating.....	144,217,800	141,138,440	.492	.481
Atlantic City, N. J.—Stanley S. Holmes Village.....	2,283,100	2,273,100	.491	.475
Boston, Mass.—Old Harbor Village.....	10,167,700	10,121,400	.519	.498
Buffalo, N. Y.—Kenfield.....	7,655,700	7,570,500	.515	.486
Cambridge, Mass.—New Towne Court.....	2,812,000	2,812,000	.481	.468
Camden, N. J.—Westfield Acres.....	4,647,600	4,647,600	.562	.542
Chicago, Ill.—				
Julia C. Lathrop Homes.....	8,740,700	8,740,700	.515	.504
Trumbull Park.....	4,645,800	4,645,800	.541	.524
Jane Addams Houses.....	9,108,200	9,108,200	.543	.538
Cincinnati, Ohio—Laurel Homes.....	8,622,100	8,256,100	.525	.520
Cleveland, Ohio—				
Cedar-Central Apartments.....	6,116,400	5,752,000	.385	.384
Outhwaite Homes.....	6,152,600	5,865,100	.394	.376
Lakeview Terrace.....	6,316,000	5,681,800	.454	.452
Detroit, Mich.—				
Brewster.....	6,654,600	6,214,600	.495	.489
Parkside.....	7,629,200	7,504,800	.479	.461
Indianapolis, Ind.—Lockfield Garden Apartments.....	6,541,800	6,377,900	.349	.347
Lackawanna, N. Y.—Baker Homes.....	3,266,000	3,250,000	.408	.404
Milwaukee, Wis.—Parklawn.....	6,231,600	6,034,140	.334	.323
Minneapolis, Minn.—Sumner Field Homes.....	4,544,800	4,544,800	.535	.522
New York, N. Y.—				
Williamsburg Houses.....	15,239,100	15,239,100	.558	.546
Harlem River Houses.....	4,975,400	4,842,200	.554	.545
Omaha, Nebr.—Logan Fontanelle Homes.....	2,775,000	2,775,000	.501	.488
Philadelphia, Pa.—Hill Creek.....	3,090,100	2,957,600	.522	.514
Schenectady, N. Y.—Schonowee Village.....	1,703,600	1,703,600	.549	.541
Stamford, Conn.—Fairfield Court.....	1,333,300	1,333,300	.519	.504
Toledo, Ohio—Brand Whitlock Homes.....	2,520,000	2,441,700	.534	.517
Wayne, Pa.—Highland Homes.....	445,400	445,400	.557	.541
<i>Southern projects</i>				
6 projects without central or group heating.....	12,109,400	11,809,930	.422	.394
Birmingham, Ala.—Smithfield Court.....	4,430,000	4,247,130	.390	.371
Charleston, S. C.—Meeting Street Manor.....	1,926,400	1,926,400	.567	.547
Jacksonville, Fla.—Durkeeville.....	1,745,000	1,745,000	.452	.374
Miami, Fla.—Liberty Square.....	2,275,400	2,158,800	.356	.335
Montgomery, Ala.—				
Riverside Heights.....	925,400	925,400	.347	.317
Wm. B. Patterson Courts.....	807,200	807,200	.464	.439
14 projects with central or group heating.....	41,202,600	39,833,990	.469	.448
Atlanta, Ga.—				
Techwood Homes.....	5,195,400	4,247,200	.384	.382
University Homes.....	4,342,500	4,050,990	.432	.411
Columbia, S. C.—University Terrace.....	913,000	907,900	.611	.543
Dallas, Tex.—Cedar Springs.....	1,543,000	1,543,000	.505	.474
Enid, Okla.—Cherokee Terrace.....	786,000	786,000	.499	.485
Lexington, Ky.—Blue Grass Park-Aspendale.....	2,982,600	2,969,600	.462	.431
Louisville, Ky.—				
La Salle Place.....	2,473,000	2,473,000	.421	.396
College Court.....	1,296,000	1,296,000	.449	.437
Memphis, Tenn.—				
Dixie Homes.....	5,086,400	5,086,400	.484	.462
Lauderdale Courts.....	4,515,200	4,479,800	.516	.487
Nashville, Tenn.—				
Andrew Jackson Courts.....	3,019,000	2,992,000	.463	.443
Cheatham Place.....	3,467,000	3,418,600	.424	.400
Oklahoma City, Okla.—Will Rogers Courts.....	3,165,000	3,165,000	.506	.475
Washington, D. C.—Langston.....	2,418,500	2,418,500	.607	.578

<sup>1</sup> Cube of entire project less cube of excludable buildings, such as stores, garages, social and recreational space, etc.

<sup>2</sup> These data are based on the construction-contract price, less the estimated cost of the following facilities: Dormitory buildings, rentable office buildings, store buildings, garages, social and recreational buildings, electrical distribution systems (outside of buildings), trunk-line and storm sewers, and street improvements, etc. The cost of all other accessory buildings is included.



# EARNINGS AND HOURS IN SHOE AND ALLIED INDUSTRIES, 1939 <sup>1</sup>

## Summary

A STUDY of earnings and hours was made by the Bureau of Labor Statistics in the boot and shoe industry, the cut-stock and findings industry, and the shoe-pattern industry, at the request of the Wage and Hour Division of the Department of Labor. The study covered a pay-roll period during the first quarter of 1939. It indicated that hourly earnings averaged 48.9 cents in the manufacture of footwear, 48.7 cents in the manufacture of cut stock and findings, and 81.5 cents in the manufacture of shoe patterns.<sup>2</sup> Skilled, semiskilled, and unskilled workers in the cut-stock and findings industry earned on an average 68.5, 45.5, and 39.5 cents per hour, as compared with corresponding figures for the boot and shoe industry of 61.5, 45.4, and 36.3 cents. The shoe-pattern industry showed hourly earnings much higher than either of the other two industries; skilled workers averaged 97.1 cents, while semiskilled and unskilled workers combined averaged 50.2 cents.

Weekly hours averaged 39.4 in the boot and shoe industry, 38.5 in the cut-stock and findings industry, and 40.0 in the shoe-pattern industry.

Weekly earnings averaged \$19.33 in the boot and shoe industry, \$18.79 in the cut-stock and findings industry, and \$32.93 in the shoe-pattern industry.

The study revealed wide fluctuations in hourly earnings. Factors having considerable influence on the level of earnings, aside from sex and skill, were the size of the community in which the plant was located, the price of shoe produced, and the unionization of the workers.

Included in the survey were 284 plants with 61,560 workers engaged in the production of shoes, 113 plants with 6,210 workers engaged in the manufacture of boot and shoe cut stock and findings, and 20 establishments with 225 employees making shoe patterns. In the shoe industry, only plants with more than 50 wage earners were included; in the cut-stock and findings industry, only those with 20 or more workers; and in the shoe-pattern industry, only those with 5 or

<sup>1</sup> Summary of a study (the results of which are given in detail in the Bureau's Bulletin No. 670), made by the Division of Wage and Hour Statistics, under the supervision of Jacob Perlman, chief. The report was prepared by J. Perlman, P. L. Jones, O. R. Witmer, and H. O. Rogers.

<sup>2</sup> The hourly earnings used in this article, unless otherwise specified, are based on regular rates, thus excluding the earnings from extra rates paid for overtime. However, the inclusion of these extra-rate earnings paid for overtime would only raise the total averages by 0.2 cent, 0.1 cent, and 0.9 cent, respectively.

more. The survey covered about 40 percent of the plants and 29.6 percent of the total wage earners employed in the boot and shoe industry; and over half of the plants and 37.4 percent of the wage earners in the cut-stock and findings industry. As no census data are available showing the total number of plants and wage earners in the shoe-pattern industry, it is impossible to state the proportion of that industry covered by the Bureau's survey.

### *Boot and Shoe Manufacture*

#### AVERAGE HOURLY EARNINGS<sup>1</sup>

##### *Variations by Sex and Skill*

For male workers, the average hourly earnings were 66.4 cents for skilled, 52.4 cents for semiskilled, and 40.1 cents for unskilled (table 1). The hourly earnings of female employees, by contrast, averaged 44.4 cents for skilled, 39.4 cents for semiskilled, and only 33.7 cents for unskilled. In other words, the average for skilled females was not much higher than that for unskilled males. Semiskilled females averaged just below unskilled males, while unskilled females occupied the lowest rung in the wage ladder. Taking the two extremes, the average for skilled males was almost double that for unskilled females. The hourly earnings for all males averaged 57.1 cents, as compared with 39.0 cents for all females.

TABLE 1.—Average Hourly Earnings of Boot and Shoe Workers, by Sex, Skill, and Region, First Quarter of 1939

Sex and skill	United States	New England States	Middle Atlantic States	Middle Western States <sup>1</sup>	Southern States
All workers.....	\$0.489	\$0.491	\$0.525	\$0.476	\$0.427
Skilled.....	.615	.620	.639	.607	.516
Semiskilled.....	.454	.454	.486	.445	.398
Unskilled.....	.363	.343	.385	.366	.358
Males.....	.571	.573	.598	.564	.480
Skilled.....	.664	.666	.682	.666	.558
Semiskilled.....	.524	.521	.559	.518	.440
Unskilled.....	.401	.378	.410	.415	.379
Females.....	.390	.396	.404	.382	.358
Skilled.....	.444	.467	.450	.428	.371
Semiskilled.....	.394	.400	.407	.388	.361
Unskilled.....	.337	.324	.362	.336	.339

<sup>1</sup> Includes 3 establishments in California.

Table 2 presents the distribution of workers according to average hourly earnings for the entire country. Leaving out the extreme classes, the spread is from 25.0 cents to \$1.10, within which are found 98.6 percent of the employees. In terms of uniform intervals of 5 cents, the only noticeable concentration, in the group receiving from

<sup>2</sup> See footnote 2.

32.5 to 37.5 cents, is not very pronounced, accounting for only 12.7 percent of the total.

It is significant to note that a majority of the workers were concentrated in the lower wage classes. Thus, the number earning less than 47.5 cents an hour, which is below the average for the industry as a whole, amounted to 55.1 percent. Only 0.5 percent of the employees in the plants surveyed received under 25.0 cents, so that considerably over one-half of the employees were paid between 25.0 and 47.5 cents. It should also be pointed out that there was some concentration at exactly 25.0 cents, accounting for 5.8 percent of the workers.

In the upper half of the distribution, on the other hand, there was a fairly substantial scattering of employees in the various classes. Thus, while 44.9 percent earned 47.5 cents an hour and over, there were still 16.5 percent paid 67.5 cents and over. As many as 4.8 percent received 87.5 cents and over, but only 1.9 percent earned \$1.00 and over.

TABLE 2.—Percentage Distribution of Boot and Shoe Workers, by Sex and Average Hourly Earnings, First Quarter of 1939

Average hourly earnings (in cents)	Total	Males	Females	Average hourly earnings (in cents)	Total	Males	Females
Under 17.5.....	(1)	(1)	0.1	62.5 and under 67.5.....	5.2	8.0	1.8
17.5 and under 20.0.....	0.2	(1)	.3	67.5 and under 72.5.....	4.1	6.8	.9
20.0 and under 22.5.....	.1	(1)	.1	72.5 and under 77.5.....	3.2	5.4	.6
22.5 and under 25.0.....	.2	0.1	.3	77.5 and under 82.5.....	2.5	4.2	.4
Exactly 25.0.....	5.8	2.7	9.7	82.5 and under 87.5.....	1.9	3.3	.2
25.1 and under 27.5.....	3.5	1.4	6.0	87.5 and under 92.5.....	1.6	2.9	.1
27.5 and under 30.0.....	4.1	1.9	6.8	92.5 and under 100.0.....	1.3	2.3	.1
30.0 and under 32.5.....	6.3	3.2	10.1	100.0 and under 110.0.....	1.0	1.8	(1)
32.5 and under 35.0.....	5.8	2.8	9.5	110.0 and under 125.0.....	.5	1.0	(1)
35.0 and under 37.5.....	6.9	4.9	9.3	125.0 and under 150.0.....	.3	.5	(1)
37.5 and under 40.0.....	5.9	4.3	7.8	150.0 and over.....	.1	.1	.....
40.0 and under 42.5.....	6.2	4.9	7.7				
42.5 and under 47.5.....	10.1	9.1	11.4	Total.....	100.0	100.0	100.0
47.5 and under 52.5.....	9.3	10.0	8.3				
52.5 and under 57.5.....	7.7	9.7	5.3	Number of workers.....	61,560	33,752	27,808
57.5 and under 62.5.....	6.2	8.7	3.2				

<sup>1</sup> Less than a tenth of 1 percent.

The largest proportion of workers in the lower wage classes was found among females. There were 64.9 percent of the skilled, 78.3 percent of the semiskilled, and 91.6 percent of the unskilled females earning less than 47.5 cents. For males, the respective figures were 17.1, 43.0, and 76.7 percent. In each case, there was some concentration at exactly 25.0 cents, but this was most conspicuous for unskilled employees, with 10.4 percent of the unskilled males and 19.8 percent of the unskilled females being found at that point.

On the other hand, the largest proportion of workers in the upper wage classes was found among skilled males. Taking 67.5 cents as the lower limit, the percentage was 44.2 for skilled males, as compared with 17.9 percent for semiskilled and only 4.3 percent for unskilled



males. Among females, the respective figures were 6.1, 2.1, and 0.6 percent. The number earning \$1 and over amounted to as much as 6.0 percent for skilled males, but only 1.4 percent of the semiskilled and 0.2 percent of the unskilled males were found in that category. Hardly any females received \$1 or over.

The influence that these differences have on the industry's wage structure is readily apparent after an appraisal of the composition of the labor force. In terms of skill, 31.2 percent of all employees were skilled, 52.8 percent semiskilled, and 16.0 percent unskilled. In boot and shoe manufacturing, the total number of jobs were about equally divided between male and female wage earners. Of the total number of workers scheduled, 54.8 percent were males and 45.2 percent females. Significantly enough, however, more than three-fourths (77.7 percent) of the jobs that were classed as skilled were held by males. By contrast, the female workers accounted for over one-half (54.1 percent) of the semiskilled and three-fifths (60.6 percent) of the unskilled employees.

#### *Geographical Variations*

Table 3 presents average hourly earnings by States. In some States the coverage of the survey was relatively small, which limits the significance of their averages. Moreover, in view of the wide spread in plant averages, the average hourly earnings by States should be used with caution. For example, the average hourly earnings of plants surveyed in Missouri were higher than those in the three Southern States, in two Middle Western States, two Middle Atlantic States, and one New England State. Despite this fact, the three lowest wage plants found in the survey were in Missouri.

An examination of this table indicates that the level of hourly earnings in California (60.4 cents), the State with the highest average, was almost 60 percent above that prevailing in Maryland (37.9 cents), the State with the lowest average. This large difference may not be surprising as the two States are far apart geographically. On the other hand, there was also considerable difference between the average hourly earnings of adjacent States, as well as among the averages of those which are customarily grouped into the same region.

In other words, there is considerable variation in hourly earnings within each region. Moreover, if an attempt is made to set up wage districts on the basis of limited areas, comprising a portion of one State or contiguous portions of two or more States, there is also found a considerable degree of heterogeneity in the hourly earnings. This leads to the conclusion that, on the whole, there are other factors or combinations of factors, rather than mere geographical location, which account for differences in wages within the industry. Chief among these factors are size of community, retail price of shoes, and unionization.

TABLE 3.—Average Hourly Earnings of Boot and Shoe Workers, First Quarter of 1939, by Region and State

Region and State	Average hourly earnings	Region and State	Average hourly earnings
United States.....	\$0.489	Middle Western States, including California.....	\$0.476
New England States.....	.491	California.....	.604
Connecticut.....	.408	Illinois.....	.454
Maine.....	.470	Indiana.....	.424
Massachusetts.....	.495	Michigan.....	.478
New Hampshire.....	.506	Minnesota <sup>1</sup> .....	.478
Middle Atlantic States.....	.525	Missouri.....	.461
Maryland.....	.379	Ohio.....	.494
New Jersey.....	.552	Wisconsin.....	.516
New York.....	.580	Southern States.....	.427
Pennsylvania.....	.427	Georgia.....	.418
		Tennessee <sup>2</sup> .....	.429
		Virginia.....	.427

<sup>1</sup> Includes 1 plant in Iowa.<sup>2</sup> Includes 2 plants in Kentucky.*Influence of Size of Community and Price of Shoes*

The average hourly earnings of all workers in this industry varied directly with size of community. In rural territory, the average amounted to 37.3 cents, which may be compared with 56.5 cents in metropolitan areas with a population of 1,000,000 and over. This is a difference of as much as 19.2 cents. There was very little difference in hourly earnings between places of 2,500 and under 5,000 and those of 5,000 and less than 10,000, both averaging about 41 cents. On the other hand, each succeeding class of size of community shows an increase in the average over the class below it.

Another factor that should be considered in connection with hourly earnings in this industry is the retail price of shoes manufactured in various plants. In analyzing the data on the basis of retail price, however, it is necessary to exclude all establishments making slippers, as well as those engaged in manufacturing cut stock and findings for exclusive use by boot and shoe factories belonging to the same company. This reduces the total coverage to 241 plants with 56,249 wage earners, thus including only that part of the industry engaged in the production of boots and shoes.

Most establishments specialize in shoes falling within a narrow retail price range. Furthermore, it is possible to classify all plants into four price classes, which are "under \$2.51," "\$2.51-\$4.50," "\$4.51-\$7.50," and "over \$7.50." The first class covers cheap shoes, the second popular-priced, the third medium-priced, and the last fine shoes. In nearly all cases, an establishment was classified in a given price range provided the majority of its production consisted of shoes within that class.

An examination of the data shows conclusively that average hourly earnings increased with the retail price of shoes. For all workers, the averages were 44.1 cents for cheap, 47.5 cents for popular-priced, 52.6

cents for medium-priced, and 58.7 cents for fine shoes. The spread in averages between cheap and fine shoes, therefore, amounted to 14.6 cents.

*Earnings of Union and Nonunion Workers*<sup>4</sup>

Of the 284 boot and shoe establishments included in the sample, 100 showed workers covered by an agreement entered into between the employer and a trade-union organization.<sup>5</sup> The number of wage earners affected by such agreements was 20,670, which was approximately one-third of the total employees included in the survey.

Trade-union organization in this industry, judged in terms of the number of workers covered by agreements, is largely concentrated in metropolitan areas with a population of 100,000 and over. In fact, one-half (49.2 percent) of the workers included under agreements were found in centers of 1,000,000 and over,<sup>6</sup> and more than one-fourth (26.8 percent) were in places between 100,000 and 1,000,000, making a total of 76.0 percent in communities of 100,000 and over. There were 11.0 percent in places with a population between 20,000 and 50,000. The remaining employees, amounting to 13.0 percent, were confined to communities under 20,000, relatively few being found in places below 5,000.

The average hourly earnings were considerably higher for trade-union as compared with non-trade-union workers, as is evident from table 4. For all wage earners, the difference amounted to 7.6 cents, the respective averages being 54.0 and 46.4 cents. The differences were 10.9 cents for skilled, 9.1 cents for semiskilled, and 5.5 cents for unskilled males. They were 5.7 cents for skilled, 5.5 cents for semiskilled, and 2.9 cents for unskilled females. In other words, the differences decreased with the skill of employees, being also respectively less for females than males.

<sup>4</sup> In preparing the tabulations on unionization, the Bureau considered not the worker's membership in an organization but whether or not his occupation was covered by an agreement between the union and employer. In other words, all workers in occupations within the jurisdiction specified by the agreements in a given plant are considered trade-union workers, while those not covered by agreements are regarded as non-trade-union employees.

<sup>5</sup> Workers in establishments with employee-representation groups were included with the non-trade-union employees. There were relatively few plants with employee-representation plans covered in this survey.

<sup>6</sup> Approximately two-thirds of the total workers covered by the survey in metropolitan areas of 1,000,000 and over were affected by trade-union agreements.



TABLE 4.—Average Hourly Earnings of Boot and Shoe Workers, First Quarter of 1939, by Unionization, Sex, and Skill

Sex and skill	Average hourly earnings			Number of workers		
	Total	Trade-union	Non-trade-union	Total	Trade-union	Non-trade-union
All workers.....	\$0. 489	\$0. 540	\$0. 464	61, 500	20, 670	40, 890
Skilled.....	. 615	. 688	. 581	19, 236	6, 388	12, 848
Semiskilled.....	. 454	. 503	. 429	32, 474	11, 084	21, 390
Unskilled.....	. 363	. 386	. 352	9, 850	3, 198	6, 652
Males.....	. 571	. 636	. 538	33, 752	11, 514	22, 238
Skilled.....	. 664	. 737	. 628	14, 955	5, 154	9, 801
Semiskilled.....	. 524	. 584	. 493	14, 919	5, 215	9, 704
Unskilled.....	. 401	. 440	. 385	3, 878	1, 145	2, 733
Females.....	. 390	. 421	. 375	27, 808	9, 156	18, 652
Skilled.....	. 444	. 485	. 428	4, 281	1, 234	3, 047
Semiskilled.....	. 394	. 431	. 376	17, 555	5, 869	11, 686
Unskilled.....	. 337	. 356	. 327	5, 972	2, 053	3, 919

*Comparisons With Previous Surveys*

Surveys of the boot and shoe industry have been made by the Bureau since 1903, with data for all occupations available every 2 years between 1914 and 1932 inclusive.

The definition of the industry used in the previous surveys conforms closely to that followed in the present one. One point of difference is that previous surveys generally included under the boot and shoe industry a few plants making some of the principal cut stock and findings for sale to boot and shoe factories, while these are treated separately in the present survey. Moreover, most of the previous surveys did not cover any establishments whose product was chiefly nailed, pegged, or stitchdown shoes or slippers. Excluded also were such employees as powerhouse workers and watchmen. In spite of these differences, the figures for the previous years are fairly comparable with those of the present one.

As indicated in table 5, the average hourly earnings of all workers in the boot and shoe industry were 24.3 cents in 1914. During the World War period, there was a rapid increase, the average amounting to 55.9 cents in 1920, which is the highest figure ever attained in the industry. Dropping to 50.1 cents in 1922, the average showed a slow but steady rise to 53.0 cents in 1928. During the depression of the early thirties, the average hourly earnings dropped to 41.2 cents in 1932, which may be compared with 49.1 cents in 1939.

The average hourly earnings were 49.3 cents for males and 30.8 cents for females in 1932, as against 57.3 and 39.1 cents in 1939.

TABLE 5.—Average Hourly Earnings of Workers in the Boot and Shoe Industry in the United States, by Years, 1914 to 1939

Year of survey	Coverage of survey		Average hourly <sup>1</sup> earnings
	Number of plants	Number of workers	
1914.....	91	49,376	\$0.243
1916.....	136	60,692	.259
1918.....	143	58,321	.336
1920.....	117	51,247	.559
1922.....	104	47,361	.501
1924.....	106	45,460	.516
1926.....	154	52,697	.528
1928.....	157	48,658	.530
1930.....	161	55,158	.510
1932.....	164	49,666	.412
1939.....	284	61,560	.491

<sup>1</sup> Including earnings, at extra rates, from overtime work.

#### WEEKLY HOURS

##### *Full-Time Weekly Hours*

Of the 284 plants covered in the survey of the boot and shoe industry, 147 had full-time hours of 40 per week, while 134 were on a 44-hour basis. The 3 remaining establishments operated respectively 43.75, 42.50, and 25 hours per week.

In the group of 147 plants with full-time hours of 40 per week, 76 had employees covered by agreements with trade-union organizations. On the other hand, of the 134 establishments with full-time hours of 44 per week, only 24 had workers included under trade-union agreements. None of the remaining 3 plants had an agreement with a trade-union organization.

##### *Actual Weekly Hours*

The actual weekly hours of all workers in this industry averaged 39.4 during the first quarter of 1939, this being also the average for males and for females. There was very little variation in the averages among the different sex-skill groups, the figures ranging from 39.0 for skilled males to 40.8 for unskilled males (table 6).

Over six-tenths (61.6 percent) of all employees worked between 40 and 44 hours, inclusive, during the week scheduled. There were 17.7 percent working exactly 40 hours, 17.0 percent over 40 and under 44, and 26.9 percent exactly 44 hours. Nearly one-third (32.3 percent) worked under 40 hours, most of these employees having worked part-time during the pay-roll period scheduled, due to labor turn-over and normal causes of absenteeism. On the other hand, there were relatively few employees, namely 6.1 percent, who worked over 44 hours. Many of these employees were watchmen, who averaged 50.1 hours per week, as well as workers in other indirect occupations.

There is very little difference in the distributions of workers according to average actual weekly hours, between males and females, except that a relatively smaller proportion among the latter worked exactly 40 hours and a higher proportion exactly 44 hours.

Employees covered by trade-union agreements worked somewhat shorter hours than other employees, the weekly averages being 38.7 for the former and 39.8 for the latter.

The average actual weekly hours decreased somewhat with an increase in size of community. The figures were 40.2 for communities with a population under 20,000, 40.0 for those between 20,000 and 100,000, 38.9 for metropolitan centers between 100,000 and 1,000,000, and 38.6 for those with 1,000,000 and over.

#### AVERAGE WEEKLY EARNINGS<sup>7</sup>

As indicated in table 6, the weekly earnings of all wage earners in the boot and shoe industry averaged \$19.33 during the first quarter of 1939. Over one-half (51.7 percent) of the total received between \$10 and \$20 a week. Another three-tenths (29.3 percent) were paid between \$20 and \$30. There were 8.1 percent earning below \$10, many of these having worked part-time during the week scheduled. Over one-tenth (10.9 percent) received \$30 and over, but less than 1 percent were paid \$45 and over.

On a sex-skill basis, the average earnings per week were \$25.95 for skilled, \$20.81 for semiskilled, and \$16.51 for unskilled males, which may be compared respectively with \$17.50, \$15.60, and \$13.18 for females. As there was little variation in average weekly hours worked, these differences reflect largely those in average hourly earnings.

TABLE 6.—Average Weekly Hours and Earnings of Boot and Shoe Workers, First Quarter of 1939, by Sex and Skill

Sex and skill	Average weekly hours	Average weekly earnings <sup>1</sup>
All workers.....	39.4	\$19.33
Skilled.....	39.1	24.07
Semiskilled.....	39.5	18.00
Unskilled.....	39.7	14.49
Males.....	39.4	22.59
Skilled.....	39.0	25.95
Semiskilled.....	39.6	20.81
Unskilled.....	40.8	16.51
Females.....	39.4	15.37
Skilled.....	39.3	17.50
Semiskilled.....	39.5	15.60
Unskilled.....	39.1	13.18

<sup>1</sup> Including earnings, at extra rates, from overtime work.

<sup>7</sup> Unless otherwise specified, these figures include earnings due to extra rates paid for overtime work.



The average weekly earnings<sup>8</sup> increased with size of community, the figures amounting to \$16.72 in places with a population under 20,000, \$19.13 in those between 20,000 and 100,000, \$19.92 in metropolitan areas between 100,000 and 1,000,000 and \$21.81 in those with 1,000,000 and over.

Workers covered by trade-union agreements averaged \$20.96 per week, which may be compared with \$18.38 for other employees.

The average weekly earnings also increased with the retail price of shoes, the figures being \$17.16 for cheap (under \$2.51), \$18.93 for popular-priced (\$2.51–\$4.50), \$20.97 for medium-priced (\$4.51–\$7.50), and \$23.30 for fine (over \$7.50) shoes. Employees working on slippers averaged \$17.60, while those found in the segregated units making cut stock and findings of the integrated companies had an average of \$23.77.

### *Manufacture of Boot and Shoe Cut Stock and Findings*

#### AVERAGE HOURLY EARNINGS<sup>9</sup>

##### *Variations by Sex and Skill*

As in the boot and shoe industry, the wage structure prevailing in factories manufacturing cut stock and findings is influenced strongly by the composition of the labor force. In this industry, males outnumbered the females considerably, the respective numbers constituting 63.8 and 36.2 percent of the total. As regards skill, the proportions were 18.5 percent skilled, 61.5 percent semiskilled, and 20 percent unskilled workers. There were relatively few skilled females, namely 3.5 percent of the total skilled employees. On the other hand, females comprised 45.1 percent of all semiskilled and 39.0 percent of all unskilled workers.

These different groups of employees had sharply contrasting wage levels, which may be seen by a comparison of their averages and distributions of hourly earnings.

For males, the hourly earnings averaged 69.3 cents for skilled, 52.3 cents for semiskilled, and 41.7 cents for unskilled workers (table 7). The average of the relatively small number of skilled females, namely 47.3 cents, fell approximately midway between those of semiskilled and unskilled males. The difference in hourly earnings between semiskilled and unskilled females was not significant, the former averaging 36.5 and the latter 35.7 cents. It is essential to note, however, that both semiskilled and unskilled females averaged considerably below unskilled males. Moreover, the average of semiskilled and unskilled females was only about one-half of that of skilled males.

<sup>8</sup> Excluding earnings due to extra rates paid for overtime work.

<sup>9</sup> See footnote 2.

As many as 91.2 percent of the semiskilled and 93.0 percent of the unskilled females earned under 47.5 cents an hour. Among males, the figures were 42.8 percent for semiskilled and 69.3 percent for unskilled, which may be compared with only 7.8 percent for skilled males. Important concentrations at exactly 25.0 cents were found for unskilled males and both semiskilled and unskilled females, the respective percentages being 7.4, 9.5, and 11.9.

By contrast, as many as three-fourths (75.1 percent) of the skilled males received 57.5 cents an hour and over. The number found in that category was almost one-third (32.4 percent) for semiskilled but only 7.9 percent for unskilled males. The respective figures for females were 2.4 and 1.6 percent. There were 4.8 percent skilled males paid 92.5 cents and over. For semiskilled males the percentage was 1.9, but hardly any unskilled of either sex were in that earnings group.

The average hourly earnings of all males were 55.0 cents, as against 36.5 cents for all females. For all females, as many as nine-tenths (90.9 percent) earned below 47.5 cents an hour, which may be compared with 38.1 percent for all males. On the other hand, the number receiving 57.5 and over amounted to two-fifths (39.5 percent) for all males, as against only 2.4 percent for all females.

TABLE 7.—Average Hourly Earnings of Cut-Stock and Findings Workers, First Quarter of 1939, by Sex, Skill, and Region

Sex and skill	United States	New England States	Other States
All workers.....	\$0.487	\$0.506	\$0.466
Skilled.....	.685	.713	.649
Semiskilled.....	.455	.472	.438
Unskilled.....	.395	.399	.390
Males.....	.550	.567	.531
Skilled.....	.693	.725	.654
Semiskilled.....	.523	.535	.509
Unskilled.....	.417	.410	.425
Females.....	.365	.381	.351
Skilled.....	.473	( <sup>1</sup> )	( <sup>1</sup> )
Semiskilled.....	.365	.377	.354
Unskilled.....	.357	.381	.329

<sup>1</sup> Number of workers not sufficient to permit presentation of an average.

Table 8 shows the distribution of employees according to average hourly earnings in this industry for the entire country. The effective range of hourly earnings for the entire labor force, which includes all but the extreme classes, covers a spread from 25.0 to 92.5 cents, within which limits are found 98.2 percent of the total number of workers. In terms of 5-cent intervals, several concentrations were found, the principal one (accounting for 14.9 percent of the workers) being between 37.5 and 42.5 cents; this was not, however, very pronounced as compared with adjacent classes. In fact, 14.2 percent were paid between 32.5 and 37.5 cents, and 12.1 percent received between 42.5

and 47.5 cents. The other modal concentrations are fairly slight, being found between 62.5 and 67.5 cents and 77.5 and 82.5 cents.

A relatively large proportion of the cut-stock and findings employees was found in the lower earnings classes. Considerably over one-half of the workers (57.2 percent) earned under 47.5 cents an hour, which is somewhat below the average for the industry. As hardly any received less than 25.0 cents, this proportion of employees covers a range of 22.5 cents. There is a small concentration at exactly 25 cents, covering 5.1 percent of the total.

There were 42.8 percent of all workers with average hourly earnings of 47.5 cents and over. More than one-fourth (26.1 percent) averaged 57.5 cents and over, and more than one-tenth (11.3 percent) received 72.5 cents and over. However, relatively few employees were found in the higher wage classes, as only 1.6 percent earned as much as 92.5 cents and over.

TABLE 8.—*Percentage Distribution of Cut-Stock and Findings Workers, by Sex and Average Hourly Earnings, First Quarter of 1939*

Average hourly earnings (in cents)	Total	Males	Females	Average hourly earnings (in cents)	Total	Males	Females
17.5 and under 20.0.....	( <sup>1</sup> )	-----	0.1	62.5 and under 67.5.....	5.1	7.5	0.9
20.0 and under 22.5.....	( <sup>1</sup> )	-----	( <sup>1</sup> )	67.5 and under 72.5.....	4.8	7.3	.3
22.5 and under 25.0.....	0.2	0.1	.3	72.5 and under 77.5.....	2.9	4.6	.1
Exactly 25.0.....	5.1	2.4	9.8	77.5 and under 82.5.....	3.0	4.6	.2
25.1 and under 27.5.....	2.4	1.1	4.8	82.5 and under 87.5.....	2.4	3.7	-----
27.5 and under 30.0.....	2.6	1.0	5.5	87.5 and under 92.5.....	1.4	2.2	-----
30.0 and under 32.5.....	5.7	2.8	10.8	92.5 and under 100.0.....	.7	1.0	( <sup>1</sup> )
32.5 and under 35.0.....	6.5	2.5	13.6	100.0 and under 110.0.....	.5	.7	-----
35.0 and under 37.5.....	7.7	4.7	13.1	110.0 and under 125.0.....	.2	.3	-----
37.5 and under 40.0.....	6.7	3.4	12.5	125.0 and under 150.0.....	.2	.3	-----
40.0 and under 42.5.....	8.2	7.4	9.5	150.0 and over.....	( <sup>1</sup> )	.1	-----
42.5 and under 47.5.....	12.1	12.7	10.9	Total.....	100.0	100.0	100.0
47.5 and under 52.5.....	9.2	11.6	5.1	Number of workers.....	6,210	3,960	2,250
52.5 and under 57.5.....	7.5	10.8	1.6				
57.5 and under 62.5.....	4.9	7.2	.9				

<sup>1</sup> Less than a tenth of 1 percent.

#### *Earnings of Union and Nonunion Workers*<sup>10</sup>

Trade-union organization is not very extensive among establishments making boot and shoe cut stock and findings. In this survey only 13 out of 113 plants included in the sample were found to have agreements with labor unions.<sup>11</sup> The number of workers covered by such agreements amounted to 775, which is 12.5 percent of the total coverage.

Moreover, the 13 establishments having agreements with trade-unions were highly concentrated geographically, as well as by size of community. Of the total, 7 were in Massachusetts, 3 in New York

<sup>10</sup> See footnote 4.

<sup>11</sup> See footnote 5.



City, with the remaining 3 in other States. All but one of these plants were in communities with a population of 100,000 and over.

The average hourly earnings were considerably higher for trade-union than for non-trade-union employees (table 9). For all workers the averages amounted respectively to 56.3 and 47.6 cents, which is a difference of 8.7 cents. The differences were 4.2 cents for skilled males, 14.3 cents for semiskilled males, 1.8 cents for unskilled males, 7.1 cents for semiskilled females, and 4.5 cents for unskilled females.

TABLE 9.—Average Hourly Earnings of Cut-Stock and Findings Workers, First Quarter of 1939, by Unionization, Sex, and Skill

Sex and skill	Average hourly earnings			Number of workers		
	Total	Trade-union	Non-trade-union	Total	Trade-union	Non-trade-union
All workers.....	\$0.487	\$0.563	\$0.476	6,210	775	5,435
Skilled.....	.685	.730	.679	1,146	131	1,015
Semiskilled.....	.455	.559	.439	3,819	512	3,307
Unskilled.....	.395	.419	.392	1,245	132	1,113
Males.....	.550	.632	.539	3,960	521	3,439
Skilled.....	.693	.730	.688	1,106	131	975
Semiskilled.....	.523	.646	.503	2,095	306	1,789
Unskilled.....	.417	.433	.415	759	84	675
Females.....	.365	.421	.358	2,250	254	1,996
Skilled.....	.473	.473	.473	40	40	40
Semiskilled.....	.365	.427	.356	1,724	206	1,518
Unskilled.....	.357	.397	.352	486	48	438

Of all trade-union employees, there were only 1.6 percent earning under 30 cents, 6.5 percent less than 35 cents, and 21.4 below 40 cents. The respective figures for non-trade-union workers were 11.6, 24.8, and 39.2 percent. The number earning 57.5 cents and over amounted to 42.7 percent for trade-union, as against 23.7 percent for non-trade-union employees.

#### Variations by Product

As evident from table 10, the highest average hourly earnings for all workers were found in outsoles, the figure amounting to 61.7 cents. Establishments making welting, miscellaneous products, and counters, averaged approximately 54 to 56 cents. Those manufacturing top lifts, shanks, and insoles showed averages from 48 to 50 cents. The lowest figures were found in those producing ornaments, stays, and other trimmings, finished wood heels, and leather heels, which averaged about 41 to 42 cents.

TABLE 10.—Average Hourly Earnings of Cut-Stock and Findings Workers, First Quarter of 1939, by Sex and Product

Product	Total	Males	Females
Counters.....	\$0. 556	\$0. 595	\$0. 391
Finished wood heels.....	. 416	. 494	. 354
Insoles.....	. 497	. 542	. 380
Leather heels.....	. 422	. 465	. 360
Ornaments, stays and other trimmings.....	. 410	. 486	. 353
Outsoles <sup>1</sup> .....	. 617	. 621	(1)
Shanks.....	. 480	. 520	. 402
Top lifts.....	. 480	. 510	. 354
Welting.....	. 535	. 549	. 468
Miscellaneous.....	. 549	. 588	. 395
Total.....	. 487	. 550	. 365

<sup>1</sup> Number of workers not sufficient to permit presentation of an average.<sup>2</sup> This product includes also some midsoles and taps.

## WEEKLY HOURS

*Full-Time Weekly Hours*

Of the 113 plants covered in the boot and shoe cut-stock and findings industry, 56 were working on a 40-hour basis during the pay-roll period scheduled, while the full-time hours in 54 establishments amounted to 44. The remaining 3 plants operated respectively 42.5, 43.75, and 47 hours per week.

Among the 56 plants with full-time hours of 40 per week, 11 had agreements with trade-union organizations, while only 2 of the 54 with 44 hours had such agreements.

*Actual Weekly Hours*

The average actual weekly hours of all wage earners in this industry amounted to 38.5, the figures being 39.7 for males and 36.4 for females. All skill groups for males averaged approximately the same. For females, the skilled workers showed an average of 42.2 hours, which may be compared with approximately 36–37 hours for semiskilled and unskilled females.

Over three-fifths (62.3 percent) of all wage earners worked between 40 and 44 hours, inclusive, during the week scheduled, with 29.9 percent working exactly 40 and 21.1 percent exactly 44 hours (table 11). A substantial number, namely 31.5 percent, worked under 40 hours, many of these employees being part-time during the pay-roll period scheduled, due to labor turn-over and other causes of absenteeism. Only 6.2 percent of the total worked over 44 hours, with many of these wage earners being in various indirect occupations.

There are sharp differences in the distributions of workers according to actual weekly hours, between males and females. For males, as many as 68.3 percent of the total worked between 40 and 44 hours, inclusive, with 37.6 percent working exactly 40 and 21.6 percent exactly 44 hours. The corresponding figures for females were 51.5,

16.3, and 20.0 percent. Taking the number working under 40 hours, the percentages were 23.4 for males, as against 46.0 percent for females. As many as 8.3 percent of all males worked over 44 hours, which may be compared with only 2.5 percent of the females.

Employees covered by agreements with trade-unions averaged 37.9 hours per week, which may be compared with 38.6 hours for other workers. On a size-of-community basis, the averages were 40.4 hours in places with a population under 20,000, 37.1 in those between 20,000 and 100,000, 38.3 in metropolitan areas between 100,000 and 1,000,000, and 38.2 hours in those with 1,000,000 and over.

WEEKLY EARNINGS <sup>12</sup>

The average weekly earnings of all employees in the boot and shoe cut-stock and findings industry amounted to \$18.79 during the first quarter of 1939. On a sex-skill basis, the averages were \$27.62 for skilled males, \$20.84 for semiskilled, and \$16.55 for unskilled, which may be compared respectively with \$19.94, \$13.21, and \$13.08 for females.

TABLE 11.—Average Weekly Hours and Earnings of Cut-Stock and Findings Workers, First Quarter of 1939, by Sex and Skill

Sex and skill	Average weekly hours	Average <sup>1</sup> weekly earnings
All workers.....	38.5	\$18.79
Skilled.....	39.9	27.35
Semiskilled.....	38.1	17.40
Unskilled.....	38.3	15.20
Males.....	39.7	21.91
Skilled.....	39.8	27.62
Semiskilled.....	39.7	20.84
Unskilled.....	39.4	16.55
Females.....	36.4	13.31
Skilled.....	42.2	19.94
Semiskilled.....	36.2	13.21
Unskilled.....	36.6	13.08

<sup>1</sup> Including earnings, at extra rates, from overtime work.

Over one-half (51.5 percent) of all workers received between \$10 and \$20 per week, in the pay-roll period covered, with over one-fourth (27.8 percent) being paid between \$20 and \$30. One-tenth of the total, namely 10.3 percent, earned under \$10 per week, many of these having worked part-time during the week scheduled. A like proportion, 10.4 percent, received \$30 and over, but only 1.1 percent earned as much as \$40 and over.

The average weekly earnings <sup>13</sup> of workers covered by agreements with trade-union organizations amounted to \$21.32, as against \$18.37

<sup>12</sup> See footnote 7.

<sup>13</sup> See footnote 8.



for other employees. The averages were \$17.09 for all wage earners in communities with a population under 20,000, \$18.63 in those between 20,000 and 100,000, \$18.55 in metropolitan areas between 100,000 and 1,000,000, and \$19.53 in those with 1,000,000 and over.

### Manufacture of Shoe Patterns

#### AVERAGE HOURLY EARNINGS <sup>14</sup>

The hourly earnings of the 225 wage earners <sup>15</sup> employed by the 20 shoe-pattern plants covered in this survey averaged 81.5 cents during the first quarter of 1939. The averages ranged from 55.2 cents in one plant to \$1.014 in another.

The skilled workers (all males), who constituted two-thirds of the total, averaged 97.1 cents an hour. According to the distribution in table 12 none of them received less than 47.5 cents. Over one-fifth (21.8 percent) were paid between 47.5 and 87.5 cents, and another one-fifth (19.7 percent) earned between 87.5 cents and \$1.00. As many as one-half (49.9 percent) received between \$1.00 and \$1.25, and 8.6 percent were paid \$1.25 and over.

TABLE 12.—Percentage Distribution of Shoe-Pattern Workers by Skill and Average Hourly Earnings, First Quarter of 1939

Average hourly earnings (in cents)	Total	Skilled work- ers	Semi- skilled and un- skilled workers	Average hourly earnings (in cents)	Total	Skilled work- ers	Semi- skilled and un- skilled workers
Exactly 25.0.....	1.8		5.5	72.5 and under 77.5.....	3.1	2.3	2.7
25.1 and under 27.5.....	.9		2.7	77.5 and under 82.5.....	5.8	5.9	5.5
27.5 and under 30.0.....				82.5 and under 87.5.....	3.1	4.6	
30.0 and under 32.5.....	4.9		15.1	87.5 and under 92.5.....	13.3	16.4	6.8
32.5 and under 35.0.....	1.8		5.5	92.5 and under 100.0.....	2.2	3.3	
35.0 and under 37.5.....	.9		2.7	100.0 and under 110.0.....	23.6	34.1	1.4
37.5 and under 40.0.....	1.3		4.1	110.0 and under 125.0.....	10.7	15.8	
40.0 and under 42.5.....	.9		2.7	125.0 and under 150.0.....	5.3	7.9	
42.5 and under 47.5.....	5.8		17.9	150.0 and over.....	.4	.7	
47.5 and under 52.5.....	3.1	2.0	5.5	Total.....	100.0	100.0	100.0
52.5 and under 57.5.....	3.1	.7	8.2				
57.5 and under 62.5.....	1.3		4.1				
62.5 and under 67.5.....	2.7	2.0	4.1	Number of workers.....	225	152	73
67.5 and under 72.5.....	4.0	3.3	5.5				

The average hourly earnings of the semiskilled and unskilled employees, all but 7 of whom were males, were 50.2 cents. There were 5.5 percent receiving exactly 25 cents, 8.2 percent under 30 cents, 28.8 percent less than 35 cents, and 35.6 percent below 40 cents. <sup>16</sup> As many as 16.4 percent were paid 72.5 cents and over, with 1.4 percent earning between \$1.00 and \$1.10.

The establishments in Massachusetts (including 1 in Maine) averaged 86.6 cents an hour, followed by 80.2 cents for those in the Middle

<sup>14</sup> See footnote 2.

<sup>15</sup> All of these workers were paid on a straight-time basis.

<sup>16</sup> This was the minimum under the former NRA code.

Western States and 74.4 cents in New York and Pennsylvania combined. The range covered by the plant averages was fairly wide in each of these geographical divisions.

Of the 225 wage earners in this industry, only about one-sixth worked overtime during the period scheduled. If the earnings due to the extra rates paid for overtime work were included, the average for the industry would be 82.4 cents, which is about 1 cent higher than the figure with the extra overtime earnings excluded.

#### WEEKLY HOURS AND EARNINGS <sup>17</sup>

Of the 20 plants covered in the survey, 9 had full-time hours of 40 per week, while 10 worked 44 hours. In the remaining establishment, the full-time hours amounted to 42.5 per week.

The actual weekly hours of all employees averaged 40.0. Of the total wage earners, 57.0 percent worked between 40 and 44 hours, inclusive, with 26.8 percent working exactly 40, and 25.8 percent exactly 44 hours. There were 24.8 percent working under 40 hours, while 18.2 percent worked over 44 hours.

The average weekly earnings of all wage earners in this industry amounted to \$32.93, the figures being \$38.82 for skilled and \$20.59 for semiskilled and unskilled combined. Of the total, 36.9 percent received under \$30 a week, 43.6 percent between \$30 and \$45, 16.0 percent between \$45 and \$60, and 3.5 percent \$60 and over. These figures include the earnings due to the extra rates received for overtime work.

<sup>17</sup> See footnote 7.

## *Industrial Relations*

---

### COLLECTIVE BARGAINING BY UNITED RUBBER WORKERS<sup>1</sup>

PRIOR to 1933, the rubber industry, like other mass-production industries, remained virtually unorganized. It was not until the right of workers to join unions was given legal protection by section 7 (a) of the National Industrial Recovery Act that organization among rubber workers made rapid progress. The formation of the United Rubber Workers of America, in September 1935, resulted from the 2 years of organizing activities which followed the passage of that act. At the present time the union has a membership of 65,000, about one-half of the total employees in the industry. In June 1939, 56 of the United Rubber Workers' locals had signed agreements covering 40,000 workers. The Goodyear Tire and Rubber Co. is the only important rubber company not under agreement, although its employees include a considerable number of union members.

The manufacture of rubber products, especially tires and tubes, is centered in Akron and carried on in large operating units employing thousands of workers. Tire and tube production is dominated by the "Big Four"—Goodyear, Firestone, United States Rubber, and Goodrich—which control about 65 percent of the total productive capacity of the industry and employ about 70 percent of the total number of rubber workers. All of them, except the United States Rubber Co., have their largest plants in Akron.

Efforts of the rubber workers to organize and bargain collectively in the rubber industry were centered, of necessity, on these large companies and particularly on their Akron plants. Several attempts to organize rubber workers have been made during the 30 years of the rubber industry's growth. Almost 1,000 Akron workers joined the American Federation of Labor's Association of Allied Metal and Rubber Workers in 1902. Most of the union's officers were discharged from their jobs, and the union soon disintegrated. A strike in Trenton, early in 1903, called by the Amalgamated Rubber Workers Union (A. F. of L.), failed, and unionism in this industry was not heard of again until 1913, when the Industrial Workers of the World

<sup>1</sup> Prepared by Harry Cannon of the Bureau's Industrial Relations Division.



led several thousand workers out on strike. Like its predecessor, this strike ended in defeat. Although union membership increased rapidly throughout the country during the war period, the rubber industry experienced little organizing activity. During this time several of the companies established employee-representation plans, the first of these being in the Goodyear Tire and Rubber Co. The various plans continued during the twenties and early depression years and were abandoned only after the union became firmly established in the industry.

In the early days of N. R. A., the rubber industry's experience with unions followed a pattern characteristic of the automobile, radio, and other mass-production industries. Rubber workers flocked into local unions directly affiliated with the A. F. of L., but though there was a rapid rise in membership, little was accomplished in the way of improving working conditions. This failure to achieve results stirred up sentiment for a national union of rubber workers to be organized as an industrial union. A national charter was granted by the A. F. of L. in September 1935.

The first success of the union came early in 1936 when Goodyear workers, largely unorganized, went on strike. Although the union had not called the strike, it supported the workers' protest against the company's intention to abandon the 6-hour day, threatened lay-offs, seniority policies, and the "speed-up," and assumed leadership of the strike. As a consequence, many additional employees joined the union. A month after the strike began, the union was granted concessions on hours and seniority, though no formal agreement was signed.

Organizing activity extended throughout the industry in Akron and elsewhere, accompanied by many sit-down strikes. Agreements were won with a majority of the companies in the industry. In June 1936, early in this period of intensive organizing, the union affiliated with the Committee for Industrial Organization which had recently been formed.

The United Rubber Workers—one of the first unions to achieve success in organizing a mass-production industry—is now seeking to extend collective bargaining to the plants which have not yet been brought under union agreement. A major step forward for industrial stability in the industry was the signing of a corporation-wide agreement with the Firestone Tire & Rubber Co., covering all plants operated by the company. Such agreements minimize the disturbing influence of the threats to move industry from the Akron area, which the union is constantly obliged to face. The United Rubber Workers has concentrated on organizing the plants in other areas in order to raise wage standards to the Akron level and so prevent decentralization undertaken to obtain lower labor costs outside of Akron.

The provisions of 54 of the 56 signed agreements negotiated by the United Rubber Workers in the industry are summarized in this article. These agreements cover nearly all branches of rubber manufacture in 11 States. About a fifth of the agreements are with plants in the Akron producing area.

### *Duration of Agreements*

Most of the agreements extend for a period of 1 year. Seven months is the shortest term of any of the agreements and 2 years the longest. The remainder vary from 7½ to 16 months, with 12 continuing indefinitely. About two-fifths of the agreements continue from year to year unless they are canceled or revised by the required notice, which is usually 30 days. If a new or revised agreement has not been concluded by the termination date, 10 other agreements provide that the old agreement is to be continued indefinitely until canceled. Such a provision is present in the Goodrich and Firestone agreements.

The remainder either make no special provision for renewal or merely provide that negotiations for a new contract are to begin at least 1 month prior to the expiration date. Under the latter provision, it is usually stipulated that the agreements are to continue beyond the termination date for a period equal to the length of notice, if negotiations on a new contract are in progress.

A few agreements, including that for one of the United States Rubber plants, shorten the notice period to 10 days where amendments of particular provisions are sought. In these cases, negotiations on the desired changes are usually to begin within 15 days after receipt of notice.

### *Union Status and Employment*

The union is the exclusive bargaining agency for all employees in 90 percent of the plants under agreement. Only a few agreements make no mention of the union's bargaining position. Excluded from those whom the union represents are employees in an executive and supervisory capacity, those whose duties are confidential in nature, and in some cases timekeepers, truck drivers, and maintenance employees.

To prevent the regrowth of employee-representation plans, numerous agreements—among which are those with Firestone and United States Rubber—prohibit any aid or financial support by the company to any other groups or labor organizations which purport to engage in collective bargaining. The extension of the union's bargaining power for the aid of employees in other plants is established in one case by a clause which prohibits the company from aiding or abetting any firm in which a legitimate labor dispute is in progress.

Virtually all of the agreements prohibit discrimination against employees for membership in the union. Supervisors are made subject to disciplinary action for failure to observe this provision. The union, on its part, agrees not to engage in union activity or in the solicitation of members on company time or property.

Several agreements establish a modified closed shop by requiring that present employees must retain their membership in the union as a condition of continued employment, and that new employees are to become members in a specified period, usually 1 month. Union membership is required of all employees, without exception, in only one case. Another agreement gives preference to union members when skilled help is to be hired. In all these agreements, the union agrees to make no changes in its admission requirements and to accept the applications for membership of eligible employees.

The check-off method of collecting dues is found in seven agreements. In these cases, the dues-collection privilege can ordinarily be withdrawn whenever an individual employee desires to revoke his previous authorization. Several other agreements permit the local treasurer to collect dues on his own time on pay days.

Access to the shop to check on enforcement of the agreement is permitted to the business agent in 4 agreements, with the stipulation that his visits are not to interfere with plant operation. A bulletin board within the plant, on which union notices may be posted, is agreed upon in 34 of the contracts. In all cases the notices are subject to company approval.

### *Wage Rates and Other Pay Provisions*

The complicated piece-rate structure of the industry has made it necessary to set rates by day-to-day negotiation between management and union rather than by the inclusion of piece-rate schedules in the agreements. Consequently, wage provisions are generally confined to establishing minimum rates.

Plant-wide minimum rates were established in 27 agreements. The minimum rates for men range from 42½ to 85 cents, but a 50-cent rate occurs most frequently. The range for women is from 37 to 60 cents, 45 cents being the most common. The highest minimum rate is set in an Akron plant after an 11½-month period during which the new worker is paid 60 cents for 6 weeks, 70 cents for 4 months, and 80 cents for 6 months. Differentials on the basis of sex were established in 21 of the 27 agreements having minimum-rate provisions. In these agreements, women are guaranteed minimum rates which are usually 5 cents below those set for men.

Piece rates are made subject to negotiation in most agreements. Usually the time-study method of rate setting is accepted, but the



standards upon which piece rates are based are regulated in a number of agreements. A typical provision is that the time study is to be based on the average experienced worker and not on the fastest worker. In the Goodrich agreement a suspected excessive production speed may be investigated at the union's request. Employees are permitted to examine the time-study analyses to determine whether all operations have been included, and permanent rates may be established only after discussion. Adjustments after discussion are generally made retroactive.

Other methods provided in the agreements for the protection of earning power are piece-rate guaranties and minimum rates on transfers. In connection with temporary transfers it is provided, in about one-fourth the agreements, that employees shifted to higher-classified jobs are to receive the higher scale, but are to retain their own rates if shifted to lower-classified jobs.

The possibility of reduction in rates of pay is removed in 28 agreements, which provide that the scale in effect at the time of signing is to continue throughout the life of the agreement. Readjustment of the wage scale on the basis of substantial changes in the cost of living is a provision of one agreement. A substantial change is deemed to have occurred if the annual index of important elements of the cost of living of wage earners and salaried workers issued by the United States Bureau of Labor Statistics indicates a rise or drop of 20 percent from the level of July 1, 1939.

#### LEARNERS' RATES

Learning periods vary from 18 days to 3 months. Learners are paid graduated minimum rates during the learning period. The lowest learner's rate present in the agreements is 35 cents for men and 28 cents for women, both for the first 6 weeks of employment. In two agreements, learners who are able to earn more on piece work than under the regular minimum are to be put on piece-rate standards.

#### OVERTIME AND HOLIDAY PAY

Considerably more than three-fifths of the agreements provide for overtime compensation at time and a half the regular rate. Included in this group are the agreements for Goodrich, Firestone, Fisk, Pennsylvania, and United States Rubber. Payment at the rate of time and a third was found in nine agreements. In only one case was there no provision for a penalty rate for overtime work.

Although time and a half is the prevailing rate for Sunday and holiday work, a double rate for Sundays is applied in 8 cases and for holidays in 12 cases.

## OTHER PAY PROVISIONS

A common provision requires payment of a minimum amount when an employee is told to report but is not given a full day's work to do. This minimum call rate varies from 2 hours' pay in 12 agreements to a full day's pay in one case. Half of the agreements, however, provide a minimum of 3 hours' pay. Pay is usually provided for "dead time," that is time lost from machinery break-downs, delayed materials, or other similar causes.

Special night-work differentials are provided in a number of cases. A 5-percent bonus is paid for night work in three agreements, while 5 cents per hour extra is paid in a fourth.

*Hours and Leave Provisions*

Continuing the standard of a 6-hour day and 36-hour week set under the N. R. A. code are 8 companies whose employees comprise close to one-half the total under agreement and whose principal products are tires and tubes. An additional agreement establishes the 6-hour day, but permits 40 hours of work during a week. Most of the other agreements establish an 8-hour day and 40-hour week. Variations from the prevailing standards are the 8-hour day and 42-hour week and the 9-hour day and 45-hour week, found in 2 agreements covering small rubber-products plants. As a rule, maintenance employees work longer hours than those in the rest of the plant.

Provisions for a flexible workweek are made in the Goodrich and Seiberling agreements. The latter establishes a standard workday of 6 hours and a standard workweek of 36 hours, but specifies that it is intended that the employees shall average between 30 and 36 hours per week for the calendar year. The Goodrich agreement also establishes an average of 6 hours a day and 36 hours a week. The actual time worked is to be flexible and depends on conditions in the departments. The flexible working schedule, however, is not to exceed 8 hours a day or 40 a week and in no instance is any employee to work more than an average of 36 hours a week during the year.

Longer than normal hours are commonly permitted during emergencies. The increase is usually limited to from 2 to 4 hours a day. In one case extended hours may be in effect for 6 weeks during the year. In another, operations are permitted for a half day on Saturdays during a 10-week period.

Special provisions with respect to shift hours are made in a number of agreements. Split shifts are outlawed in one agreement, except in emergency situations. In another, at least 12 hours must elapse between shifts. Trading of shifts by employees, without the consent of a supervisor, is prohibited in three agreements. Where an em-

ployee works beyond his own shift and into the next, one agreement grants him the option of working the entire second shift.

#### OVERTIME AND HOLIDAYS

Payment of the penalty rate for overtime generally begins after 8 hours have been worked in a day and 40 hours in a week. This is true of all except three of the plants on a 6-hour day, 36-hour week standard. In two of these, the overtime rate begins after the standard 6 and 36 hours have been worked. Daily overtime, in the third agreement, begins only after 8 hours, but the overtime rate applies after 36 hours of work during the week.

A distinction between men and women with respect to overtime is made in one agreement—the overtime rate for women beginning after 8 and 40 hours and for men after 10 and 50 hours.

A few agreements require overtime to be distributed equally among all employees and prohibit equalization of overtime by granting time off later. Since most plants are on an established Monday to Friday schedule, work on Saturday is compensated for by applying the overtime penalty. An exception is sometimes made when Saturday work is occasioned by a break-down or a holiday during the preceding week, in which cases Saturday work is paid for at the regular rate.

Time off is generally given on the following holidays: New Year's Day, Memorial Day, July 4th, Labor Day, Thanksgiving, and Christmas. Added to this standard list are Armistice Day in seven agreements, Washington's Birthday in four, Easter Monday in two, and Presidential Election Day in one. Work on Sundays and holidays is permitted only when absolutely essential in 10 agreements.

#### VACATIONS

Annual paid vacations are established in 42 of the 54 agreements. In one agreement, only 8 months' service is necessary to become eligible for a vacation. Fourteen agreements grant vacations after 1 year's service while, in an equal number, 5 years' employment is required before any vacation is given. As much as 10 years' minimum service is required to become eligible for a vacation in three agreements. In one case vacations are made dependent on company earnings and are granted only after payment of preferred dividends and 50 cents on the common stock.

The vacation period is normally 1 week, though two agreements with low eligibility requirements grant 3-day vacations. A 2-week vacation is given only to those with a minimum of 5 years' service, and in several cases at least 10 years' service is required.

In a majority of cases, vacation pay is computed on the basis of a specified percentage of the preceding year's earnings, usually 2 percent for each week's vacation. Vacation pay is sometimes determined by



applying average hourly earnings, over a preceding pay period, to the number of vacation hours granted. In eight agreements a minimum amount of vacation pay is specified in addition.

Accrued vacation rights are usually lost through resignation, discharge, or failure to report after a recall notice. In one agreement a vacation is made dependent on attendance and promptness, so that time lost due to lateness or "ringing out" in advance is deducted from the accrued time for which vacation allowances are figured. The employer in most cases reserves the right to choose the vacation period, the efficient operation of the plant being the determining factor.

#### LEAVE OF ABSENCE

Provisions for leave of absence are to be found in more than half the agreements. It is generally stipulated that leave may be taken without loss of seniority rights and with full privileges restored at the expiration of the leave.

Serving as a full-time officer or as an organizer of the union is most frequently cited as being deserving of a leave grant. Leave on account of death in the family, for effecting legal settlements, for illness, and for service in the Federal Government are frequently mentioned. In the Goodrich agreement workers with 5 years' service are granted leave for furthering their education.

The maximum leave allowable is specified in 18 agreements and extends from 7 to 90 days, with privileges of renewal. The conditions under which leave is taken are generally to be put in writing and failure to abide by them is considered as leaving without notice. In 6 agreements, engaging in other employment while on leave also terminates the employment.

#### *Provisions for Slack Work*

Over half the agreements have some type of share-the-work provision for slack periods. Another agreement requires that all with less than 12 months' service credit must be laid off before a reduction to 30 hours is made. Generally the provisions specify that before any lay-off occurs hours are to be reduced, usually to 24, 30, or 32, for a given number of weeks varying from 3 to 8. At the end of the period, if lay-offs are necessary, seniority is to govern the lay-off policy. The Goodrich agreement provides that no reduction in the regular working force of any department is to be made until hours are reduced to an average of less than 24 for 3 consecutive weeks. Lay-offs then take place until the remaining force is on a 30-hour week. In the Firestone agreement, hours are first reduced to 24 for 8 weeks before lay-offs are made in any department. In a number of agreements where hours are originally reduced to 30, a further reduction to 24 is often

allowed for a limited period after workers with low seniority have been laid off. On the other hand, five agreements require that temporary employees and those with low seniority are to be laid off before any reduction in hours is made.

When an increase in production takes place, under six agreements no recalls are to be made until schedule hours rise to 30, and under that of United States Rubber to 36. In this way an attempt is made to protect the earnings of senior employees. In 27 agreements, such employees are protected by a provision which forbids the hiring of new help or the rehiring of temporary workers until laid-off employees are recalled.

Nearly one-third of the agreements prevent surprise lay-offs by requiring advance notice. Under the Goodrich agreement, employees are to be given 3 working days' notice. If laid off and not given at least 15 hours' work after the notice, they are to be paid for that number of hours. In six cases, lay-off lists must be submitted in advance to the union; in other instances they are to be posted on bulletin boards. Further participation by the union in lay-offs and rehiring is provided where the union is to receive rehiring lists or is to be notified when the company has failed to locate an employee for recall.

A minimum period of work is guaranteed in two agreements when workers are recalled. In one agreement a minimum of 65 cents for men and 45 cents for women is guaranteed for a 3-day period, while the other guarantees 3 days' work if employees are recalled after a 3-week lay-off.

### *Seniority*

Seniority provisions regulating lay-offs, rehiring, transfers, and promotions were found in all but two agreements. These range from a simple declaration that the union and employer subscribe to seniority principles, to the detailed service-credit rules found in the Goodrich and other agreements.

In a majority of the agreements, including those covering all of the larger companies, departmental seniority is the determining factor in selecting employees for transfer, promotion, lay-offs, and rehire. Departmental seniority in four agreements governs all status changes except lay-offs, when plant seniority is applied. Separate seniority lists for men and women are established in two agreements.

Since seniority is largely on a departmental basis, the seniority principle must be extended to cover transfers from one department to another. When a worker is transferred to a new department, he acquires seniority rights in that department only after a specified period. This period is usually 6 months, but in the Goodrich agreement is 1 year. During this probationary period, however, he retains seniority

in his former department. At the end of the period he loses seniority status in his former department. His service in this department is then credited toward his standing in the new department.

Among employees with the same seniority standing, ability becomes the determining factor. One agreement stipulates that family need is to be applied after seniority, while rehabilitation of an injured employee takes precedence over seniority in another agreement. In the Goodrich agreement precedence over seniority is given where an employee is on specialized work on which no employee of longer service can qualify without long training; where an employee is in regular trade apprenticeship; and where an employee's ability justifies special training on various jobs.

The union's part in enforcing the seniority provisions is described in about 60 percent of the agreements. Seniority lists and vacancies, under 24 agreements, are to be posted on the bulletin board or made available to union representatives. Frequently, the question of a senior employee's ability to qualify for a vacancy or exceptions taken by the union to the company's recall procedure are specifically mentioned as subject to negotiation.

Though seniority is computed from the date of hiring, it becomes effective only after the passage of a probationary period. In all but three cases this period is from 30 days to 6 months. The three agreements, two of which cover Goodrich plants, grant seniority rights only after a year's employment.

The period through which seniority is retained after a lay-off varies with length of service. Employees who have been in the company's service for long periods, usually 10 years or more, will retain their seniority indefinitely. Those with less service retain their seniority for periods of from 90 days to 2 years, proportionate to their length of service. Typical is the United States Rubber agreement under which employees with less than 5 years' service retain their seniority for 1 year, employees with 5 and less than 10 years' service retain seniority for 2 years, while those with over 10 years' service retain their seniority indefinitely. In all cases seniority is retained during absences on authorized leave.

Seniority may be lost for a number of reasons, among which are resignation or discharge, cited in 24 agreements; absence of 3 days without notice unless sufficient excuse can be given; and failure to appear after receipt of notice to report back. In connection with the latter, the time specified for reporting varies from 48 hours to 1 week, and notification by the company must ordinarily be made in writing to the employee's last recorded address.



### *Settlement of Grievances*

Throughout all the agreements there is evident the attempt to settle grievances directly on the job between the individual concerned and his immediate supervisor. When the worker is unsuccessful in convincing his foreman of the merits of his case, the union grievance machinery comes into action. Usually, this takes the form of a complaint to a shop chairman.

Virtually all of the agreements establish some form of shop-committee system for handling disputes. In smaller plants only one shop committee, directly elected by the entire plant, is provided for. In larger plants such as Goodrich, Firestone, General, and United States Rubber, where numerous departments exist, the agreements call for the election of representatives within departments. The chairmen of these department committees then form division committees, and the heads of division committees make up a plant committee.

A limit is placed on the number of representatives constituting the shop committee in six of the agreements. The number varies from three in a small plant to a maximum of eight in the United States Rubber agreement. Discrimination against committeemen is generally specifically prohibited, foremen being warned to abide by the provision and to refrain from any form of coercion or intimidation. Committeemen attending regular meetings or those held at the company's request are in every case paid for lost time.

The Goodrich agreement, which is typical of the adjustment machinery of the larger companies, provides for a meeting between the department committeemen and the general foreman as the first step in the adjustment procedure. The division committee then takes up the case with the general division superintendent and, if the dispute is not settled there, the plant committee discusses the case with the executive officer of the company. Seventeen agreements specify that representatives of the national union may be brought in at this stage of the negotiations.

Regular meetings between employer and employee representatives are provided for in seven agreements, while a number of others merely specify that meetings shall be held from time to time or in emergencies. In one agreement, an agenda for the meeting must be submitted 3 days in advance.

Fourteen agreements require that the complaint be put in writing if an appeal is taken from the foreman's decision. Several other agreements require submission in writing only in the final stages of appeal. The Goodrich agreement as well as those for two smaller plants require all grievances to be submitted in writing. In a few cases, the question of a written complaint is made discretionary with

the management. Several agreements require the company to file written answers to the union's complaints. Time limitations on the reply are infrequent, but the Goodrich agreement establishes a 5-day limit for the company.

#### ARBITRATION

In cases where a dispute, arising under the terms of the agreement, cannot be settled between the parties, one-third of the agreements make use of arbitration machinery. Of the larger companies, Firestone has the only agreement containing an arbitration clause. Six agreements call for three-man boards and an equal number for five-man bodies. The United States Department of Labor is made an umpire in two of the agreements. In one agreement an impartial umpire is selected by lot from six names of members of any mediation board or the American Arbitration Association. Five agreements establish reference to a single impartial arbitrator.

To guard against prolonged delays in arbitrating the dispute, three agreements require the arbitrators to reach a decision within a specified period. In one case the limit is set at 5 days and in another at 7, while a third allows 21 days in which to make a decision.

#### STRIKES AND LOCK-OUTS

Side by side with the grievance-procedure provisions is found the general prohibition of strikes and lock-outs until all peaceful methods have been exhausted, in accordance with the outlined procedure. One agreement incorporates the policy of the national constitution of the union that no strike is to be called which does not have the sanction of the national office. The discipline of irresponsible members by the union is provided for in several agreements.

The wave of sit-down strikes which began in the rubber plants and spread throughout the industry a few years ago has resulted in a specific prohibition of such strikes in the agreements with nine smaller companies. In one case, expulsion from the union is made the penalty for participation in such a strike.

#### DISCHARGE CASES

Though discharge cases may be handled through the regular grievance machinery, the gravity of the complaint as well as the burden on the employee have made special adjustment procedure necessary. In general, the union is authorized to act more swiftly in proceeding with a discharge complaint than in handling an ordinary grievance case. A number of agreements require that the union be notified immediately of the discharge. An appeal must ordinarily be made as soon after the discharge as possible, 48 hours being the most frequent time limit specified. Three agreements require that the

appeal be made within 24 hours, while as much as 5 days is allowed in a fourth.

To safeguard the worker against arbitrary discharge, it is provided in 14 agreements that no dismissal is to take place without an investigation, if an employee has been on the pay roll a specified number of days. Prior to that time, the employee is considered to be on a temporary basis and may ordinarily be dismissed without the necessity of an investigation. In 3 agreements, a discharge after 30 days' employment requires a joint investigation by the company and the union. One agreement sets the duration of the period at 6 weeks, while in another arbitrary discharge is prohibited after 12 weeks.

If it should be determined by investigation that a discharge was unjustified, over 60 percent of the agreements provide for the employee's reinstatement, with full privileges restored and with back pay. Payment for lost time is usually based on an employee's average rate over a specified period and in three cases is limited to a total of 30 days.

Causes for dismissal are specified in about one-third of the agreements. The more frequent grounds justifying discharge are insubordination, inefficiency, violation of shop rules, violation of agreement provisions, and instigation of coercive disturbances.

### *Miscellaneous Provisions*

#### APPRENTICES

Since the rubber industry is a mass-production industry, the apprentice system for highly skilled craftsmen is of minor importance. Only 3 agreements contain special provisions with respect to apprentices. The Goodrich agreement sets the apprenticeship period at 4 years, with a ratio of 1 apprentice to every 10 journeymen. Another agreement covering a small plant limits the number to 5 percent of the total employees. The jobs of older employees are protected by a provision in one agreement which prohibits the hiring of apprentices until all senior employees receive full-time work.

#### SAFETY AND HEALTH

A majority of the agreements contain provisions governing sanitation, safety, and medical care. The usual provision on sanitation requires that all locker rooms and washrooms be kept in good repair and heated and lighted in the best possible manner. It is generally made mandatory for the employer to supply first-aid kits, to investigate causes of accidents, and to provide general medical attention to those injured on the job.

In approximately three-fourths of the agreements, senior employees who have given faithful service or have become disabled in the course



of employment, are to be given preference on lighter work. In one agreement employees are given 3 days' sick leave a year. Group-insurance plans, established prior to the agreements, are continued by specific provision in three cases. One of these also announces the desirability of establishing a family hospitalization system.



## COLLECTIVE AGREEMENTS IN SWEDEN

THERE were two major and only a few minor disputes in Sweden in 1938. The two major disputes led to lock-outs—that of the hotel and restaurant trade from January 17 to March 12, 1938, and that of the printing industry from July 11 to October 30, 1938.<sup>1</sup>

The revision of agreements in 1938 involved a total of 580,000 workers, as compared with about 400,000 in 1937. The number of workers affected by agreement negotiations that were still unsettled at the beginning of 1939 was about 60,000, as compared with 210,000 at the beginning of the previous year. Most of the agreements concluded during 1938 involved wage increases, and one or two contained a bonus on a sliding scale designed to meet industrial fluctuations. The agreements in the sawmill industry, in the pulp-and-paper industry, and in the mercantile marine were renewed with wage rates unchanged. It was found necessary to make a reduction in forest workers' piece-work rates.

In 1938 the Riksdag passed two laws of importance to employers and workers. One of these laws assures to workers, including domestic servants, who have worked 180 days during a 12-month period, at least 12 days' vacation with full pay. The other law, in conformity with a convention of the International Labor Organization, relates to hours of work at sea and provides for an 8-hour working day for the greater part of the shipping industry. The same year also saw the signing of the basic agreement between the Federation of Swedish Employers and the Confederation of Swedish Trade Unions.<sup>2</sup>

<sup>1</sup> Data are from report of Hallett Johnson, American consul general at Stockholm, April 14, 1939.

<sup>2</sup> For the terms of that agreement, see *Monthly Labor Review*, April 1939 (p. 841).

# *Industrial and Labor Conditions*

---

## CONCENTRATION OF ECONOMIC POWER

A PRELIMINARY report of the Temporary National Economic Committee, transmitted on July 14, 1939, summarizes some of the principal investigations so far conducted by the Committee and makes tentative recommendations.<sup>1</sup> This Committee was created by Public Resolution approved June 16, 1938, for the purpose of studying the causes of concentration of economic power. The early hearings, held in December 1938, emphasized the national failure to maintain adequate employment and production, and pointed out the principal lines of inquiry that the Committee proposed to undertake in an attempt to ascertain the causes.<sup>2</sup>

The Chairman of the Committee, in summarizing its work, emphasized the evidences of concentration of economic power. Thus, it was pointed out that in the distribution of income, more than half of all families have annual incomes below \$1,250, and that at the other extreme less than 3 percent of all families have annual incomes of \$5,000 or more. The concentration of power in terms of size of business concerns is indicated by the fact that only 1 out of 100 employs as many as 250 workers, but that firms employing this number or more give employment to at least half of the workers of the country. In terms of ownership of corporate assets, one-fifth of 1 percent of the corporations of the country own about 62 percent of the total assets of all corporations.

In the field of insurance, where ownership is widely diffused among policyholders, there is evidence of concentration of control of insurance assets and perpetuation of managements. Legal-reserve life-insurance companies in 1937 had assets that exceeded by almost \$10,000,000 the combined assets of savings banks and building and loan associations, and that were much greater than the savings deposits in State and national commercial banks. Since 1890, life-insurance assets have been multiplied 25 times, whereas the population merely doubled. The five largest companies own 54 percent of the total

<sup>1</sup> Letter from the Chairman of the Temporary National Economic Committee transmitting a Preliminary Report Pursuant to Public Resolution No. 113 (75th Cong.), Washington, 1939 (Senate Document No. 95, 76th Cong., 1st sess.). There is a summary by the Chairman in the Committee's press release No. 0-15, 7-24-39.

<sup>2</sup> See summary in *Monthly Labor Review*, January 1939, pp. 1-15: Basic Problems of the National Economy, by Edward M. Martin.

assets. The Committee pointed out that "the direction of the investment of the huge reservoir of funds rests with the officers of a comparatively few companies in a limited eastern area," and that "the boards of certain large companies were found to be closely integrated with banks, industrial concerns, railroads, and other business enterprises."

The study of patents revealed the relationship of patent controls to the concentration of economic power, a relationship that varies widely in different industries. The patent system was studied in much detail in three industries, namely, automobiles, glass-container manufacturing, and beryllium. Patents are less important in the automobile industry than in some other industries including the manufacturing of automobile parts and accessories. It was pointed out, however, that if there should be a new basic invention, patents might assume added importance in the automobile industry. It was found that in the manufacture of glass containers, the control of patents by two companies has enabled these companies legally to control the industry. The hearings on beryllium (used with copper to produce an alloy of great industrial and military value) were significant as an illustration of patent controls in the early stages of an industry. Such controls may have a vital bearing on the free and competitive flow of investment into new undertakings, on which economists have placed increasing emphasis as a necessary condition of the unobstructed functioning of a system of private enterprise. There was also a disclosure by these hearings of the interest of foreign companies and the work of their agents in this country.

The study of monopolistic practices made for the Committee by the Federal Trade Commission included a summary of 59 selected cases in which the Commission's orders have not been appealed, or, if appealed, have been confirmed by the courts.

A wide range of commodities and numerous types of monopolistic practices were illustrated by these cases. While there was a wide variation in type, generally the practices interfered with the natural play of competitive forces by concentrating power to control the market and enhance prices in the hands of a restricted number of sellers, which power had been used to suppress competition to the injury of the public, the Commission found.

The Committee held that its studies had not been carried far enough to warrant extensive or far-reaching legislative proposals. Its preliminary recommendations are therefore limited to a few proposals for moderate changes in the patent system and in the antitrust laws. Recommendations for changes in the patent laws are mainly matters of procedure designed "to make it more difficult for any person to use the public grant of a patent as a device for restraining trade." The other recommendations suggest changes in the Sherman Anti-Trust Law and in the Clayton Act, designed not to introduce new



principles but merely to facilitate enforcement, especially by preventive means in the form of civil remedies to supplement the criminal remedies of the present law.



## PROPOSED AMALGAMATIONS IN BRITISH COAL MINING

IF PROPOSALS of the Coal Commission of Great Britain are adopted, the number of coal-mining enterprises in that country will be reduced to between 50 and 60, as compared with 959 in 1939 and 1,400 in 1925. Amalgamation is one of the measures prescribed by law to reorganize the industry, and a plan for action was submitted by the Coal Commission in an official memorandum here summarized.<sup>1</sup> Under the terms of the Coal Mines Act, 1930, the Coal Commission was required to further the reorganization of the coal-mining industry, and for that purpose to promote and assist such amalgamations as appeared to the Commission to be in the national interest. The legislation adopted in 1938<sup>2</sup> imposes a similar duty upon the Commission as the prospective titleholder, for the public, of all unworked coal, and also as the body controlling mining royalties.

Amalgamation of mining companies is compulsory, after the lapse of a prescribed period, under the latest legislation, as it was under both the 1926 and 1930 laws. Formerly, however, the burden of proof that a given scheme would not injure any interest and that it would result in a definite reduction in costs rested on the Commission; whereas, under the compulsory powers granted in 1938, if the Commission is able to convince the Board of Trade and the Board induces Parliament to act, a scheme may be enforced in the courts unless it can be shown that it results in inequities as between the various parties affected.

The Commission's proposals are furnished as a basis of discussion, and suggestions are encouraged as to the best way of carrying out the settled policy of obtaining amalgamations. Its memorandum "is meant as an invitation to the industry to cooperate in giving effect to the policy on agreed lines," the belief being that "amalgamations freely entered into between self-chosen partners permit of an elasticity which cannot otherwise be secured." An effort has been made to frame proposals so as to make them consistent, as far as possible, with mergers made or contemplated.

Classifying coal fields by size, 13 are small and compact, and the Commission states that there will not be room for more than one undertaking in each. These fields are: Shropshire; Somerset and Bristol; South Derbyshire; Cumberland; Forest of Dean; South Staffordshire

<sup>1</sup> Report of Herschel V. Johnson, American Embassy at London; and Great Britain, Coal Commission, *Proposals for Reduction in the Number of Coal-Mining Undertakings in Accordance with Part II of the Coal Act, 1938*, London, 1939.

<sup>2</sup> For summary see *Monthly Labor Review* for January 1939 (pp. 135, 136).

and Worcester; Kent; North Wales; Leicestershire; Lothians; Ayrshire, Dumfriesshire and Argyllshire; Cannock Chase; and Warwickshire. Although some of these districts are especially small, the Commission does not anticipate that it will be expedient to combine any two, with the possible exception of Leicestershire and South Derbyshire. Consolidation has already started and single concerns now produce 39 percent of the output in Cannock Chase, 41 percent in South Derbyshire, 45 percent in North Wales, and 78 percent in Ayrshire.

Of the remaining 10 districts the Commission concluded that North Staffordshire and Fife and Clackmannan do not appear too large for single units; Northumberland for two; West Yorkshire, three; and Lancashire and Cheshire, four. Subdividing the remaining five coal fields—Lanarkshire, etc.; South Yorkshire, Nottinghamshire, and North Derbyshire, which are considered together; Durham; and South Wales—raises numerous problems and only tentative proposals are therefore suggested. These are among the largest coal-producing districts and will account for the majority of companies. In most cases the Commission definitely states that further discussion will be necessary and shows that certain existing companies, which have commenced the process of consolidation, may properly absorb additional undertakings.

## *Migrant and Farm Labor*

---

### MIGRANT HOUSEHOLDS IN CALIFORNIA, 1938

A RECENT study of 6,655 migrant families in California, in the period February through September 1938, discloses the reasons for the migration, the places from which these families migrated and the length of their residence there, as well as data on personal and occupational characteristics.<sup>1</sup> All of these families were in receipt of the emergency grants which the Farm Security Administration is authorized to make, in the form of direct relief, to nonresident migratory agricultural workers who cannot receive State or local relief because they cannot, of course, meet the residence requirements.

The 6,655 migrant households included in the study came to California from 45 States<sup>2</sup>—mainly from Oklahoma, Texas, Arkansas, and Missouri, and usually from the densely populated areas of those States. Oklahoma was the State of origin of about two-fifths of these households. Many resided temporarily in States in the path of their westward journeyings, especially Arizona, Oregon, Washington, Idaho, Colorado, and New Mexico.

Lack of employment and drought were the two outstanding reasons for migration. Contributory reasons were the industrialization and mechanization of farming, soil destruction, and the collapse of tenancy, as well as inadequate local relief and ill health during the depression.

The migrant household heads as a rule had resided many years in their previous homes. Almost 50 percent had lived for 20 years or more in the States from which they migrated; only 17 percent had a record of less than 5 years in the States from which they came.

These families did not all go to California directly, but made frequent stops on the way. About 50 percent of the group had left their States of origin 7 months or more before they received the emergency grant from the Farm Security Administration. The farm and non-farm migrant households showed some slight variations in the length of time they had been away from their home States and the length of time they had been in California.

White migrants constituted 92 percent of the total. In the total population of the United States in 1930 whites constituted 89 percent.

<sup>1</sup> United States Department of Agriculture. Farm Security Administration of California. A study of 6,655 migrant households in California. San Francisco, 1939.

<sup>2</sup> Including the District of Columbia and Alaska.



The migrant household was small in size, averaging 3.7 persons. Two- and three-person households comprised 22.0 and 23.0 percent of the total, respectively. The 3-member household was usually composed of 2 adults and a child under 5 years of age. The distribution of households by size was about the same as the percentage distribution according to family size for the general population of the United States, but the migrant households were smaller, on the average, than the farm households of the United States as a whole.

The children in these migrant families were young, more than 50 percent being under 10 years of age. Only 20 percent were 15 years of age or over. Over 75 percent of the migrant household heads were between 20 and 44 years of age. Only 7 percent were 55 years of age or more. The median age for all migrant household heads was 33.5 years. Only 4 percent of the total migrant household heads were women.

As FSA emergency grants can be made only to agricultural families, naturally the ordinary occupation of the greater number of household heads previous to migration was farm labor. Those reporting their usual occupation as "farmer" were distributed as follows: Farm laborers, 67.8 percent; tenants, 17.7 percent; sharecroppers, 10.8 percent; owners, 3.7 percent. Of those reporting themselves as nonagricultural workers, unskilled manual laborers constituted 33.7 percent; semiskilled workers, 27.8 percent; skilled workers, 19.7 percent; servants, 10.6 percent; and all others, 8.2 percent.

The average (median) time worked by migrant household heads in 1937 was 6 months. This work was ordinarily in agriculture. Although 66 percent had 6 months or more of employment, only 34.7 percent had 8 months or more of employment, and less than 24 percent had 9 months or more of work.

The majority of the migrant households were living in three counties in California—Fresno, Kern, and Tulare—when they received the earliest Farm Security Administration grant. These counties are agricultural and require highly seasonal labor.



## PART-TIME SUBSISTENCE FARMING

PART-TIME farming in the past commonly arose from the need of farm families to supplement their income by means of outside work. In recent years, and especially since the end of the World War, part-time farming has been the result of a movement of city people, mostly industrial and white-collar workers, onto small parcels of land adjacent to the cities or industries in which they are employed, in order to add to their incomes and to obtain greater security and more healthful surroundings for their families. The automobile, good

roads, and more leisure time, because of shorter working hours in industry, have facilitated this movement back to the land.

Part-time farming provides a certain economic stability for the wage earners, and, for many families, a more satisfactory mode of living than in the city. The products of the farm insure better food for the family and possibly a small addition to the cash income. The returns from the farm are, in general, dependent on the amount of labor put on the farm, and this is frequently contingent on the available supply of family labor. The part-time farm furnishes little competition with commercial farms, as only a small portion of the products of the former are marketed. These conclusions, among others, are presented in a recent report of a survey of part-time farming in six industrial areas of Pennsylvania.<sup>1</sup> Similar conclusions were reached in somewhat earlier studies in Connecticut<sup>2</sup> and Indiana.<sup>3</sup> The three studies are not entirely comparable, as the definitions of a part-time farm adopted in these studies varied,<sup>4</sup> but the findings therein are of interest as representing conditions in different States.

### *Extent and Relative Importance of Part-Time Farming*

Part-time farming in Pennsylvania is found in greater concentration near industrial centers, in coal-mining and slate and cement areas, and near car-repair shops. The average size of 887 part-time farms in six industrial areas surveyed in 1936 was 20.8 acres, and 46 percent of the land was cultivated. The most common products of these farms were corn, potatoes, grain, hay, fruit, and garden crops. Livestock (cow, hogs, a horse or mule, and poultry) was kept by the farmers. The average investment in lands, buildings, equipment, and livestock was \$2,587.

In Indiana, according to the 1930 census, 7.9 percent of the approximately 182,000 farms were part-time farms, and they contained 2.6 percent of the total farm acreage. The part-time farms were located in greater numbers near industrial centers and in the limestone and the coal-mining districts. The average purchase price was \$2,228 per farm.

<sup>1</sup> Pennsylvania. State College: School of Agriculture and Experiment Station. Bull. No. 361: Part-Time Farming in Six Industrial Areas in Pennsylvania. State College, 1938.

<sup>2</sup> Connecticut, State College, Storrs Agricultural Experiment Station, Bull. No. 201, Part-Time Farming in Connecticut, by I. G. Davis and L. A. Salter, Jr., Storrs, 1935; and two studies of suburbanization in Connecticut—Bull. No. 212, Windsor, A Highly Developed Agricultural Area, by N. L. Whetten and E. C. Devereux, Jr., Storrs, 1936; and Bull. No. 226, Norwich, An Industrial Part-Time Farming Area, by N. L. Whetten and R. F. Field, Storrs, 1938.

<sup>3</sup> Indiana. Purdue University. Agricultural Experiment Station. Bull. No. 410: Part-Time Farming in Indiana. Lafayette, 1936.

<sup>4</sup> A part-time farm was defined as follows: Pennsylvania: (1) At least three-quarters of an acre under cultivation or \$100 worth of produce raised; (2) 50 days' work off the place or \$150 income from nonagricultural sources. Connecticut: Farms of 3 or more acres with total farm production representing substantially less than full-time yearly employment for 1 man. Indiana: One-half acre or more producing considerable portion of family living, the operator of which spent part of his time in a major occupation other than farming, or received other income, such as pensions, annuities, rents, or interest.

A survey of 1,508 part-time farms in 1934 showed an average of 13.09 acres per farm. In the limestone area the farms averaged about 50 percent larger than those in the industrial areas, and in the coal-mining district they were twice as large. The quality of the land in the different areas may have entered into the size of the farms. The most common farm enterprises were dairying, poultry keeping, and vegetable gardening. Less than 1 percent of the farm products marketed in Indiana was from part-time farms.

Sixty percent of the more than 30,000 farms in Connecticut in 1935 were worked on a part-time basis. Although these farms were in all parts of the State, the greatest concentration was in urban and industrial areas. Part-time farms included 35 percent of the total farm acreage but sold less than 3 percent of the total farm products marketed in the State.

In the Windsor area, a highly developed agricultural section, 75 percent of the farms were part-time farms, while in the Norwich area, an industrial part-time farming district, 87 percent of all the farms were classed as part-time farms. Most of these part-time farms were small.

The average value of part-time farms ranged from less than \$3,000 to \$6,000 in the different counties. They contained an average of 40 acres each, 12 of which were tillable.

The most common part-time farm enterprises in Connecticut were poultry, dairy, vegetable, and wood products, singly or in combination. The few larger farms in the Norwich area consisted principally of poultry keeping, dairying, the growing of potatoes, fruit, hay, and corn, and market gardening.

### *Characteristics of Part-Time Farmers*

The majority of the part-time farmers studied in the three States were native born. In Pennsylvania only 16 percent were foreign born and in Connecticut 29 percent. Approximately 80 percent of those in Pennsylvania were between 35 and 64 years of age and 50 percent were between 45 and 64 years. In Indiana the average age was 44 years, and in Connecticut it was 57 years. The average size of the part-time farm family in the industrial areas in Pennsylvania was 4.8 persons. In Indiana there was an average of 4.44 persons per family. The average family had 2.54 persons over 18 years of age and 1.9 persons under 18 years. In 28 percent of the families in Connecticut there were children under 16 years and in 29 percent there were children over 16 years.

The tenure of part-time farmers on their farms averaged 9.4 years in Indiana, 12 years in Pennsylvania, and 19 years in Connecticut, though 35 percent of the farmers in Connecticut had lived on their farms less than 10 years. Seventy-eight percent of the farmers in



Pennsylvania owned their farms, as compared with 79 percent in Indiana and 87 percent in Connecticut.

Eighty-five percent of the part-time farmers in Pennsylvania had been brought up in the country. In Indiana, on the average, part-time farmers had had several years of farm experience, and in Connecticut the majority of the farmers had had previous experience in farming.

### *Nonagricultural Occupations of Part-Time Farmers*

In Pennsylvania 39 percent of the part-time farmers studied were in manufacturing and mechanical occupations, 17 percent in mining, 12 percent in transportation, 13 percent in Federal relief employment, and 19 percent in other occupations. Over half (53.8 percent) of those in Indiana were employed in industry (including coal miners and stone workers); 15 percent were in business for themselves; 30 percent were in other occupations; and 1 percent were unemployed.

More than 300 different outside occupations were represented by the part-time farmers surveyed in Connecticut. Twenty percent of them were craftsmen or factory workers, and others were industrial executives, public-service employees, doctors, lawyers, small retailers, etc. A considerable proportion (41 percent) were retired or unemployed but presumably had resources outside the farm. In an estimated 11 percent of the farm families both operators and children were working away from the farms.

### *Incomes and Expenses of Part-Time Farmers' Families*

The average income from their farms of the selected part-time farmers' families in Pennsylvania in 1935 was \$621, which included \$222 from the sale of farm products, \$242 as the value of farm products consumed by the family, \$11 increase in the farm inventory, and \$146 for use of farm dwelling. The average farm expenses were \$432, and the average net farm income was therefore \$189. The sum of \$773 was earned in outside occupations, 85.7 percent of which was earned by the farm operator and 14.3 percent by other members of the family. Miscellaneous receipts averaging \$67 raised the total income per family to \$1,029. If the cost of commuting be deducted, the total income would be \$952.

Labor earnings from the farm were dependent on the size of the farm, the amount of labor put thereon, and the capital invested. An average of 186 eight-hour days' work was performed on the farm, the net earnings per farm being \$189 for the year, or 12.7 cents per hour. Forty-four percent of the work done on the farm was done by the

operator, 26 percent by the housewife, 26 percent by the children, and 4 percent by other members of the household.

In Indiana 84 percent of the cash income of the part-time farmers surveyed was derived from outside occupations, 10 percent from the sale of farm products, and 6 percent from other sources. The average total cash income in 1933 <sup>5</sup> was \$577. Eighty-seven percent of the cash income from outside work was earned by the head of the family, 11 percent by the wife and children, and 2 percent by other members of the household.

The average value of all the products of the farm was \$201 and of those consumed by the family, \$141. Approximately 31 percent of the real income of the family came from the farm. The total income of owners of farms was \$823 and total expenses were \$725, the surplus being \$98. Renters had a total income of \$627, total expenses of \$557, and a surplus of \$70.

The main income of the selected part-time farmers' families in Connecticut came from the outside work of the members of the family; this amounted to \$738 or 69 percent of the total income in the year covered (1933). The value of the food and fuel produced for home use was \$243, or 23 percent of the total income. The sale of farm products was a negligible source of income, forming only 4 percent of the total. The gross income was \$1,074 and the total expenses, including farm and living expenses, were \$977, leaving a surplus of \$97.

### *Standard of Living of Part-Time Farmers' Families*

Fifty-six percent of the homes of the selected part-time farmers in Pennsylvania were lighted by electricity, 33 percent had a furnace, 20 percent had hot water, and 20 percent had a bathroom. In 60 percent of the families electric power was used for laundering (but in some cases neighbors' or relatives' equipment was used), in 54 percent for ironing, in 28 percent for cleaning, in 12 percent for refrigeration, and in 4 percent for cooking. Over three-fourths (75.6 percent) of the families had automobiles, and almost as many (71.5 percent) had radios. Seventeen percent had telephones. Fifty-seven percent of the farms were on hard-surfaced roads.

In Indiana the housing and living conditions of the part-time farmers' families studied varied somewhat with the region. On the average, housing facilities were adequate and compared favorably with the average in their respective communities. Almost all of the houses

<sup>5</sup> It is stated in the report that as agricultural, economic, and industrial conditions were below normal in that year, normal incomes can be assumed to be higher.

(95 percent) were of frame construction, and they averaged 4.64 rooms per house or about 1 room per person. About one-sixth of the houses (17 percent) needed considerable immediate repair. Most of these were in the coal-mining area.

In the industrial area 46 percent of the families had water in the house, as compared with 24 percent in the limestone area and 18 percent in the coal-mining area. Nineteen percent of the families in the industrial area had bathrooms, 7 percent in the limestone area, and 3 percent in the coal-mining area. Automobiles were owned by 77 percent of the families in the industrial area, 72 percent in the limestone area, and 70 percent in the coal-mining area. Forty-five percent of all the families had radios, the percentage in the industrial area being 62, in the limestone area 42, and in the coal-mining area 36.

The part-time farmers in the industrial areas lived on good roads and, in the opinion of the investigators, their standard of living was probably better than if they had lived in the city. In the limestone and coal-mining areas the standard of living of part-time farmers was comparable with that of their respective communities.

In Connecticut, 28 percent of the part-time farmers' families lived in comfort, their houses being neatly painted and decorated and in a good state of repair. The living conditions of the majority (60 percent) were those usual in their sections. Only 5 percent of the families did not have essential sanitary facilities, comfortable furniture, and weatherproof houses. Most of the farms were on improved roads, only 18 percent being on dirt roads.



## Negroes in Industry

---

### NEGRO-TRAINING FACILITIES FOR HIGHER-GRADE JOBS

NEGRO institutions offering college work numbered less than a dozen, in 1916, and not over one-tenth of those enrolled were collegiate students. In 1936 the United States Office of Education received reports from 121 Negro institutions for higher learning, about 60 of which had accreditation from State education departments, regional accrediting bodies, or both.<sup>1</sup> Of these 121 institutions, 69 were 4-year colleges (18 publicly controlled and 51 privately controlled), 17 were teacher-training institutions, and 35 were junior colleges.

In 1936 there were 35,000 students enrolled in these institutions, 65 of which conferred 3,457 collegiate, graduate, and professional degrees. The number of conferred degrees was more than double the number of Negroes (1,643) pursuing college courses in 1916.

In the two decades 1916-36 the number of collegiate students enrolled in publicly supported land-grant colleges for Negroes increased from 12 to 11,097.

An enrollment of 23,878 was reported by 63 colleges in their 1936 summer sessions.

In 1936 the property and equipment of Negro colleges were appraised at about 65 million dollars and the annual receipts totaled almost 14 million dollars, as compared to a property valuation of approximately 36 million and annual receipts of 4 million dollars in 1916. In the earlier year the colored institutions for higher education probably had fewer than 75,000 books in their libraries. Two decades later a million bound volumes were reported by 90 institutions.

The increase in public support and greater opportunity for graduate and professional education for Negroes are, according to the report under review, promising factors for their advanced training. During the past 20 years educational foundations have aided hundreds of men and women of the race to secure higher degrees. The recognition of the State's responsibility for the graduate and professional education of Negroes has resulted in provisions by public officials of scholarships for such work.

The presidents and deans of the majority of colored colleges have followed special studies in personnel administration, and many of them

<sup>1</sup> United States. Office of Education. *Miscellaneous Bulletin*, 1939, No. 3: Education in the United States of America. Washington, 1939.

have received the doctorate or have completed the residential requirement for it. The Negro presidents of eight higher educational institutions are reported as holding the Ph. D. degree.



## ECONOMIC STATUS OF NEGROES IN NEW JERSEY

EMPLOYMENT, housing, health, education, and insurance are declared to be five of the major fields in which social problems affect adversely the Negroes in New Jersey, who in 1930 numbered 208,828, or 5.2 percent of the population of the State. This information is given in the Report of the New Jersey Temporary Commission on the Condition of the Urban Colored Population, published in 1939.

The Commission found that, as a result of a heavy rate of unemployment and long-continued exclusion from higher-paid jobs, Negro families usually had very low incomes. In 1931 their average family income per annum in New Jersey was found to be \$1,052. The Commission's finding for 1938, based on questionnaires for 5,303 colored families in 14 municipalities, showed a drop to \$880. The same 1938 schedules showed that 30 percent of these families had annual incomes below \$600, 75 percent had incomes under \$1,200, and only 2.5 percent had incomes over \$2,400.

As a result of its study the Commission recommended (1) that the State Civil Service Act be amended to provide against racial discrimination in appointments and promotions in the competitive class of the service and against the labor class on public jobs; (2) that insurance laws be amended to prohibit racial discrimination in the issuance of life insurance and of liability insurance for automobile accidents; (3) that provisions "be included in a State labor relations act so as to deny the protection of that act to any union refusing to admit workers to membership on account of race or religion"; and (4) that a study be made by the legislature "of regulations providing for a merit system to be instituted as part of the employment practices of public utilities."

The Commission also made recommendations to State and municipal housing officials that immediate steps be taken to provide at once for low-cost housing facilities for Negroes; to health officials for the increase of training opportunities for Negro public-health workers, nurses, and physicians to deal with Negro health problems; to the State department of public instruction, calling for an investigation of discrimination against Negro children in the public schools of New Jersey; and to public officials for the appointment of Negroes to local and State boards of health, education, housing, relief, etc., in order to have the advantage of the participation of colored persons in problems most closely concerning their welfare.

## National Income

### NATIONAL INCOME, 1929 TO 1938

REVISED and extended estimates of national income show a total of \$63,993,000,000 for 1938 and \$71,853,000,000 for 1937. This decline of 10.9 percent in the net value of production is greater than the decline in the physical volume of production, because the national-income figures, in terms of net value, were affected by falling prices. The general level of wholesale prices was 8.9 percent lower in 1938 than in 1937, and the cost-of-living index, applicable only to wage earners and lower-salaried workers, was 1.5 percent lower.<sup>1</sup>

The national income, or "income produced," may be either greater or less than "income paid out," for earnings may be withheld in part from distribution and reserved as "business savings," or, on the other hand, the amounts distributed to stockholders and other proprietors may exceed current earnings. The total income paid out in 1937 was \$70,694,000,000, or \$1,159,000,000 less than total national income; whereas in 1938 income paid out totaled \$65,021,000,000, or \$1,028,000,000 more than the total national income.

The portion of income paid out classified as "compensation of employees" includes work-relief payments and several other items not classified as salaries and wages. With all of these items included, the aggregate classified as employee compensation in 1938 was \$43,747,000,000, and in 1937, \$47,169,000,000, these aggregates forming slightly larger percentages of total income paid out than in 1929. Wages and salaries alone, however, formed materially smaller proportions of total income paid out, in both 1937 and 1938, than in 1929. Wages and salaries in 1937 amounted to \$43,851,000,000, or 62.0 percent of total income paid out; in 1938, to \$39,823,000,000, or 61.2 percent; and in 1929, to \$52,369,000,000, or 65.3 percent.

The general concept of national income on which these estimates are based is defined as follows by the United States Bureau of Foreign

<sup>1</sup> U. S. Bureau of Foreign and Domestic Commerce, *National Income in the United States, 1929-38*, Washington, 1939. There is a preliminary summary in *Survey of Current Business* (U. S. Bureau of Foreign and Domestic Commerce), June 1939, pp. 2-3: *National Income in 1938 at 64 Billion Dollars*, by Robert R. Nathan. Previous annual reports of income were summarized in earlier numbers of the *Monthly Labor Review*, the preceding summary being in the March 1939 Review, pp. 635-638. The Bureau of Foreign and Domestic Commerce also publishes estimates of income by States (*State Income Payments, 1929-37*, by Robert R. Nathan and John L. Martin). For estimates of income payments by months, see current issues of *Survey of Current Business*, and, for earlier years, the issue of October 1938, pp. 15-20: *Revised Estimates of Monthly Income Payments in the United States, 1929-38*, by Frederick M. Cone.



and Domestic Commerce, which makes the computations herein summarized:

A vast quantity of goods and services is created each year as a result of the economic activities of the Nation. The value of these goods and services, after making allowance for the consumption of existing assets in the process of production, is called the *national income*. This total may be defined as the net value of all goods and services produced, or as the gross value of all goods and services produced minus the value of raw materials and capital equipment consumed in current production operations.

The national income is not only a measure of the net value of goods and services produced but also represents the income which is generated to buy these goods and services. In any particular year not all of the national income may be distributed to individuals in return for their productive activities, the part retained by business enterprises being labeled *positive business savings*. In other years the producing units of the Nation may distribute more than is produced, the difference being *negative business savings*. The income distributed by business enterprises to individuals for their services in the form of labor, management, or capital is termed *income paid out* and consists of wages, salaries, other labor income, interest, dividends, net rents and royalties, and entrepreneurial withdrawals.

The current annual report on national income presents numerous minor revisions of earlier figures. It is explained that the revisions were mainly in the manufacturing and trade groups, where manufacturers' sales-distribution agencies and central administrative offices, and auxiliary units of retail- and wholesale-trade establishments have been covered for the first time. This enlarged coverage was made possible by the final reports of the 1935 Census of Manufactures and Census of American Business. Other revisions were made possible by recent changes in estimates of agricultural income by the Department of Agriculture. Certain alterations were also made in the estimates for Government, to bring these estimates into more exact accord with the general concepts and scope of the national income estimates.

National income is commonly classified by industrial divisions, such as manufacturing and agriculture, and also by types of payments, as wages and dividends. The largest item when classified by type of income payments is "total compensation of employees," which is so defined as to include salaries, wages, work-relief pay rolls, social-security contributions of employers, pensions, and workmen's-compensation payments. Other items of income paid out are dividends and interest, entrepreneurial withdrawals,<sup>2</sup> and net rents and royalties.<sup>3</sup> (See the accompanying table.)

<sup>1</sup> Defined by the Bureau of Foreign and Domestic Commerce as "the amounts which employers and self-employed individuals withdraw from their business enterprises as compensation for their own efforts." This type of income paid out is characteristic of unincorporated enterprises, including farming, and the estimates are described as being "subject to both statistical and theoretical difficulties."

<sup>2</sup> Defined as "gross rents less costs incidental to the ownership of property." These costs in turn involve somewhat arbitrary estimates of such items as depreciation.

## National Income Paid Out, by Types of Payment, 1929 to 1938

Item	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938
Amount (in millions of dollars)										
Total income paid out.....	80,243	74,414	62,763	49,296	45,565	52,057	55,814	64,207	70,694	65,021
Total compensation of employees.....	52,816	48,248	40,466	31,407	29,535	34,275	37,032	42,512	47,169	43,747
Salaries (selected industries) <sup>1</sup> .....	6,118	5,921	4,897	3,569	3,235	3,726	4,000	4,303	4,835	4,340
Wages (selected industries) <sup>1</sup> .....	14,847	12,278	9,337	6,459	6,757	8,478	9,628	11,125	13,023	10,168
Salaries and wages (all other industries).....	31,404	29,583	25,767	20,928	18,464	20,188	21,538	23,853	25,993	25,315
Work-relief wages <sup>2</sup> .....					646	1,430	1,339	2,383	1,739	2,144
Social Security contributions of employers.....						3	7	299	950	1,119
Other labor income.....	448	467	465	451	433	450	520	549	630	661
Total dividends and interest <sup>3</sup> .....	11,518	11,600	10,158	8,286	7,366	7,975	8,005	9,631	10,225	8,476
Dividends.....	5,978	5,801	4,335	2,745	2,209	2,793	3,038	4,807	5,424	3,707
Interest.....	5,356	5,575	5,522	5,277	4,937	5,074	4,927	4,847	4,878	4,812
Entrepreneurial withdrawals.....	12,490	11,803	10,057	8,045	7,247	8,117	8,860	9,788	10,775	10,474
Net rents and royalties.....	3,419	2,763	2,083	1,558	1,418	1,690	1,917	2,275	2,525	2,325
Percentages of 1929										
Total income paid out.....	100.0	92.7	78.2	61.4	56.8	64.9	69.6	80.0	88.1	81.0
Total compensation of employees.....	100.0	91.4	76.6	59.5	55.9	64.9	70.1	80.5	89.3	82.8
Salaries (selected industries) <sup>1</sup> .....	100.0	96.8	80.0	58.3	52.9	60.9	65.4	70.3	79.0	70.9
Wages (selected industries) <sup>1</sup> .....	100.0	82.7	62.9	43.5	45.5	57.1	64.8	74.9	87.7	68.5
Salaries and wages (all other industries).....	100.0	94.2	82.1	66.6	58.8	64.3	68.6	76.0	82.8	80.6
Work-relief wages <sup>2</sup> .....										
Social Security contributions of employers.....										
Other labor income.....	100.0	104.2	103.8	100.7	96.7	100.4	116.1	122.5	140.6	147.5
Total dividends and interest <sup>3</sup> .....	100.0	100.7	88.2	71.9	64.0	69.2	69.5	83.6	88.8	73.6
Dividends.....	100.0	97.0	72.5	45.9	37.0	46.7	50.8	80.4	90.7	62.0
Interest.....	100.0	104.1	103.1	98.5	92.2	94.7	92.0	90.5	91.1	89.8
Entrepreneurial withdrawals.....	100.0	94.5	80.5	64.4	58.0	65.0	70.9	78.4	86.3	83.9
Net rents and royalties.....	100.0	80.8	60.9	45.6	41.5	49.4	56.1	66.5	73.9	68.0
Bureau of Labor Statistics indexes:										
Wholesale prices.....	100.0	90.7	76.6	68.0	69.2	78.6	83.9	84.8	90.6	82.5
Cost of living.....	100.0	97.5	89.1	80.2	76.2	79.1	81.1	82.1	84.7	83.4

<sup>1</sup> Includes mining, manufacturing, steam railroads, Pullman, railway express, and water transportation.

<sup>2</sup> Includes pay rolls and maintenance of Civilian Conservation Corps enrollees and pay rolls of Civil Works Administration, Federal Emergency Relief Administration, and the Federal Works Program projects plus administrative pay rolls outside of Washington, D. C., for all except the Federal Works Program. Area administrative office employees and their pay rolls under the Federal Works Program are included with the regular Federal Government employment and pay-roll figures.

<sup>3</sup> Includes also net balance of international flow of property incomes.

In the industries in which available information makes possible a separation of wages from other items, wage payments in 1938 were 31.5 percent lower than in 1929. Wages and salaries combined in all industries were 24.0 percent lower in 1938 than in 1929. On the other hand, the item described as "other labor income" and composed mainly of pensions and workmen's compensation payments was 47.5 percent larger in 1938 than in 1929; the social-security contributions of employers beginning in 1934, amounted to \$1,119,000,000 in 1938; and the item described as "work-relief wages," beginning in 1933, amounted to \$2,144,000,000 in 1938. A significant part of this last-named item went to farmers, members of professions, and young persons not normally in the wage-earning and salaried groups. There was thus an expansion of payments classified in the national income

estimates as employee compensation that were not connected with the normal distribution of income either to the wage-earning or to the salaried group. The total of all of the items grouped for convenience under the general head of "employee compensation" was 17.2 percent lower in 1938 than in 1929, and the total of all income payments was 19.0 percent lower.

In many employments it is not possible to distinguish between wage earners and salaried employees, and it is also difficult to obtain adequate information regarding salaries as distinguished from the income of owners. The most adequate differentiation is in manufacturing. In this group of industries it is possible to compare the trends of salaries, wages, and dividend and interest payments. A change in the methods of reporting as required by the Revenue Act of 1934 introduced in that year certain minor reclassifications affecting the continuity of the figures of dividends and interest, but a linking of the figures gives the trend continuously from 1929 to 1938.

In manufacturing as a whole, during 2 of the years from 1929 to 1938 (1933 and 1934), total dividend and interest payments showed greater declines from the 1929 level than did total wages. In 1933, dividend and interest payments were 43 percent of the 1929 total, and wage payments were 45 percent of the 1929 wage total. In 1934, dividend and interest payments were 53 percent of their 1929 total, and wage payments were 58 percent of the 1929 wage total. When the dividend and interest payments for the period after 1934 are linked for continuity of trend on the basis of the ratios of the new and old series for the year 1934, it is seen that the total of these payments rose by 1937 about 18 percent above the 1929 level, whereas total wages in 1937 were more than 7 percent below the 1929 level. In 1938, wage payments and dividend and interest payments and also total salaries were approximately 70 percent of the 1929 total. In 4 of the years from 1929 to 1938 (from 1931 to 1934), total dividend and interest payments showed greater declines from the 1929 level than did total salaries.

The national income for any given year is the net value of goods and services produced in that year, expressed in terms of that year's prices. When there is a change in prices, the real volume of goods and services produced ("real" national income) does not change at the same rate as does the income at current prices. The national income in 1937, expressed in 1937 prices, was 13.1 percent lower than the 1929 national income expressed in 1929 prices. There is no index of prices that makes possible an adequate adjustment of the net value of goods and services for measuring changes in their quantity, that is, in real income. Prices in 1937, however, in spite of the rise after 1932, were materially lower than in 1929, the wholesale-price index being 9.4 percent lower and the cost-of-living index being 15.3 percent



lower. Real income in 1937 was therefore probably about the same as in 1929. The national income in 1938 at 1938 prices was 10.9 percent lower than the national income in 1937 expressed in 1937 prices; but since wholesale prices declined 8.9 percent and cost of living 1.5 percent, the decline in real income in 1937 was significantly smaller than the decline of income expressed in terms of current dollars.

A full appraisal of the national income figures would involve various other considerations, as, for example, changes in the price structure, in the relative importance of capital goods, and in population. Thus, the national per capita income is affected by changes in the total population, which was about 7 percent larger in 1938 than in 1929.

# *Housing Conditions*

---

## HOUSING UNDER FARM SECURITY ADMINISTRATION

LIVABLE farmhouses were built in the South in 1938 for less than \$1,400 and in the North for less than \$2,500, under the Farm Security Administration program.<sup>1</sup> The Farm Security Administration states that this is the lowest cost at which substantial homes of comparable quality have ever been built in this country either by public or private agencies. Prevailing wages are paid to labor constructing the dwellings, and the cost includes profits for contractors and suppliers of materials. Houses provided are of special design to insure low cost, and usually consist of five rooms.

Contracts were awarded for 2,784 dwelling units in the fiscal year ended June 30, 1939, at an average cost of \$1,474.20. Of this number 1,645 were southern frame farm buildings, without bathrooms, costing an average of about \$1,350; 800 were fully modernized dwellings with bathrooms, costing slightly over \$1,500 each. The average cost was raised by the inclusion of prefabricated steel houses in the South and farm buildings fully equipped for heating in the North.

Experimental work in the erection of steel units, with the cooperation of a leading steel company, showed that these houses averaged about \$1,850 each. The object in building of steel was to determine the amount that could be saved in maintenance cost. The maximum cost of one and one-half story houses in the North for which contracts were let was \$2,635. These houses were fully plastered, with central hot-air heating plants.

A three-bedroom house was built in Georgia for \$825. This was the cheapest building erected, and costs were kept low by making use of local lumber and by trimming the interior partitions on only one side.

Contractors had the benefit of the experience of the Farm Security Administration during the preceding year, when that Government agency did its own building. Private builders adopted the mass-production methods thus developed and were also able to reduce costs because of the simple designing which was planned to take advantage of standard cuts of lumber.

---

<sup>1</sup> U. S. Department of Agriculture. Press release 120-40, July 25, 1939.

The usual five-room southern house has a screened work porch and a front porch. Each house is wired for electricity. Space is allowed for installation of a bathroom at some future time; lack of water and sewerage systems makes it too expensive to include bathrooms at present. However, fully modernized units, including bathrooms, were built for less than \$1,500 each in the migratory labor camps established by the Administration on the West Coast and in Florida and Texas. Of the multifamily apartments, one-third contain three bedrooms per unit and their average cost was \$1,660.

The number of dwelling units for which contracts were let in the fiscal year ending June 30, 1939, is shown in the accompanying table which also covers costs in the different geographic areas.

*Number and Cost of Dwelling Units, by Geographic Area, for Which Contracts Were Let Under FSA Program, 1938-39*

Region, State, and kind of house	Number of units	Total cost	Cost per unit		
			Maximum	Average	Minimum
All types of houses.....	2,784	\$4,104,172.96	\$2,635.00	\$1,474.20	\$825.00
Farmstead houses.....	1,985	2,890,185.06	2,635.00	1,456.02	825.00
Labor houses.....	559	815,627.38	2,263.12	1,459.08	1,190.00
Multifamily houses.....	240	398,360.52	1,774.15	1,659.84	1,455.42
<i>Farmstead houses</i>					
Region IV.....	208	290,586.96	1,662.00	1,397.05	1,216.00
Kentucky.....	18	27,344.00	1,662.00	1,519.12	1,418.00
North Carolina.....	156	209,865.00	1,525.00	1,342.44	1,216.00
Tennessee.....	34	53,377.96	1,569.94	1,569.94	1,569.94
Region V.....	284	371,771.50	1,904.00	1,309.05	825.00
Steel.....	14	25,886.00	1,904.00	1,849.00	1,695.00
Other materials.....	270	345,885.50	1,849.00	1,281.06	825.00
Alabama:					
Steel.....	4	7,426.00	1,904.00	1,856.50	1,809.00
Other materials.....	22	24,873.00	1,149.00	1,130.59	1,095.00
Georgia:					
Steel.....	4	7,100.00	1,779.00	1,775.00	1,771.00
Other materials.....	100	115,089.00	1,465.00	1,150.89	825.00
South Carolina:					
Steel.....	4	6,792.00	1,701.00	1,698.00	1,695.00
Other materials.....	104	147,086.00	1,849.00	1,414.28	915.00
Florida:					
Steel.....	2	4,568.00	2,284.00	2,284.00	2,294.00
Other materials.....	44	58,837.50	1,400.00	1,337.22	1,325.00
Region VI.....	1,069	1,468,687.00	1,628.00	1,373.89	1,046.00
Arkansas.....	448	618,023.00	1,520.00	1,380.95	1,046.00
Mississippi.....	226	293,375.00	1,530.00	1,298.12	1,165.00
Louisiana.....	395	557,289.00	1,628.00	1,410.86	1,234.00
Region VII: South Dakota.....	13	22,722.96	2,635.00	2,524.77	2,388.00
Regions VIII and XII.....	150	203,199.00	1,579.00	1,354.66	900.00
Texas.....	118	161,769.00	1,579.00	1,370.92	900.00
Oklahoma.....	32	41,430.00	1,370.00	1,294.69	1,250.00
Region IX: Utah.....	7	13,383.00	2,310.00	1,911.86	1,195.00
Region X.....	181	300,028.92	2,397.00	2,154.86	1,920.00
Colorado.....	76	172,234.00	2,392.00	2,266.24	2,100.00
Montana.....	105	217,794.92	2,397.00	2,074.24	1,920.00
Region XI.....	73	129,805.72	2,199.00	1,778.16	1,504.00
Oregon.....	29	48,680.84	1,779.00	1,678.65	1,626.00
Washington.....	44	81,124.88	2,199.00	1,843.75	1,504.00



## HOUSING PROJECTS OF LONDON COUNTY COUNCIL

MANAGEMENT of housing facilities administered by the London County Council involved tenant selection, collection of rents, and repair, of 86,758 individual family accommodations, in the fiscal year ended March 31, 1938. According to the annual report of the Council,<sup>1</sup> the dwelling units at that time consisted of 60,815 cottages and 25,943 flats, housing a total of over 382,000 persons. In 1937-38 alone, 6,292 new dwellings were provided, of which half were cottages, and half were flats erected in block dwellings mainly on sites which were cleared of old buildings. The rents of the individual suites vary considerably, owing to differences in districts, sizes of apartments and rooms, and special and general amenities. There has been a tendency in recent years for tenants to move in and out of the Council's dwellings less frequently than formerly. The majority of the tenants are engaged in the lower-paid occupations.

Although landlords ordinarily select the most suitable applicants for vacant houses, the administrator of public housing is obliged to take special considerations into account. A central office staff is responsible for this work on the Council's facilities (estates). In earlier years, when vacant accommodations were ample, tenants were accepted in the order of their applications. This system was subsequently modified in order to meet changed conditions arising from a shortage of dwellings. In general tenants are chosen on the basis of need, and no family may occupy more space than is required, taking into account the age and sex of members of the household according to the scale adopted in the Housing Act, 1936. No family is accepted if it appears that it is adequately housed or in a position to obtain privately owned housing. It is also customary to require the removal of families whose needs for space diminish because of reduction in size of group, and of families whose circumstances no longer appear to justify their remaining in subsidized dwellings.

All rents are payable weekly in advance, and on all estates arrangements are in effect for collecting taxes at the same time. In some cases the collection also covers gas and electricity. The actual work of rent collection is decentralized, although organized and controlled by the Council's central office. On cottage estates and in some of the larger block dwellings, the tenants pay their rents at the local estate offices. In the small block dwellings the rents are collected from door to door by agents, most of whom are on the central office staff. Experiments are being tried in order to decentralize more of this work.

<sup>1</sup> Memorandum by the Valuer to the Council on Housing Statistics and on the Management of the Council's Housing Estates for the Year Ended March 31, 1938. (In Annual Report of the London County Council, 1937, Vol. II, pp. 43-50.)

Records of arrears in rent payments show that they reach their peak in the public holiday season, but that tenants rapidly recover from these temporary seasonal lapses. Arrears considered irrecoverable represented approximately 0.091 percent of the total rental in the year under review and 0.090 percent in the preceding year. The loss from vacancies in the year ended March 31, 1938, was 0.524 percent of the rent.

The regular staff of the Council's housing estates is usually responsible for repairs to the Council's dwellings and the maintenance and upkeep of the grounds. When economy can be effected, contractors are employed on special work. At the end of March 1938, 2,600 workmen were on the pay rolls of the various estates. They are employed in groups under the direction of the central office, and are subject to the orders of estate superintendents on larger estates or of foremen if they are engaged on repair work in the central districts. Annual expenditures for repairs have increased from £22,952 in 1913 to £480,728 in 1938. The average expenditure per dwelling in the latest year for which figures are available was £5 8s. 3d. for units constructed since the World War under housing acts, as compared with £6 9s. 8d. for those completed under earlier schemes. These costs are charged to the repairs and renewals fund, and not directly as an item in the expenses of management. This fund is credited each year with sums based on estimates of the amounts needed for repairs in later years.

Large estates or sections of such estates have resident superintendents, and small estates are supervised directly from the head office but have resident caretakers. The 30 large estates are equally divided between cottage properties and block dwellings, and although subject to the administration of the central office, have their own superintendents and staffs. On March 31, 1938, the staffs employed locally totaled 65 superintendents, 139 estate clerks, 43 full-time caretakers, 70 workmen caretakers, 125 stokers, porters, etc., and 169 maids and other woman employees.

In order to foster civic pride in the Council's cottage estates, contests are held and prizes awarded for the best gardens. This kind of competition is being extended. Plans of architects in private practice have been used to supplement those of the architect's department in the construction of block dwellings.

## Cooperation

---

### CONSUMERS' COOPERATIVES IN 1938

#### *Summary*

SALES of both retail and wholesale cooperative associations declined in 1938 as compared with 1937. This was due mainly to the declining price level. If the latter is taken into consideration it appears that a greater volume of business was done by the cooperative wholesales than in the previous year; whereas their sales fell 1.4 percent, wholesale prices declined in the same period 8.9 percent. The retail petroleum associations reporting had an increase in business amounting to 6.0 percent, but the store societies sustained a decline of 7.0 percent. A large proportion of the store organizations for which data were obtained are general stores handling a wide variety of commodities, including groceries. Data are not at hand to show changes in the retail price levels of all these commodities; the price of food, however, declined 4.9 percent during 1938.

*Retail associations.*—As a matter of fact, it was reported that many retail associations had (notwithstanding the drop in money sales) actually handled a considerably larger tonnage of goods. Thus, the Central Cooperative Wholesale (Superior, Wis.) reported that its members, as a group, not only were able to hold their own in 1938 but to consolidate their gains, and "continued to grow stronger economically and financially." Although their sales, in terms of money, fell off about 8 percent, the actual volume of goods handled "was at least as large if not larger." The combined sales of 94 of its 118 affiliated associations in 1938 totaled \$11,618,264 as compared with \$12,256,575 in 1937. Total membership of these associations numbered 40,212 at the end of 1938.

Midland Cooperative Wholesale (Minneapolis, Minn.) stated that its 170 local associations had a total of 58,886 persons in membership at the end of 1938. The sales of these societies for the year totaled \$12,077,732.

The Grange Cooperative Wholesale (Seattle, Wash.) reported that 90 percent of its retail affiliates had increased their volume of business in 1938; for the group as a whole, earnings were greater than in 1937 and patronage refunds were about 10 percent above those of 1937.



Increased membership and expansion of facilities were reported for many associations in 1938. Several retail associations are reported to have opened repair garages, and others were considering the feasibility of doing so. Midland Cooperative Wholesale stated that 40 of its local member associations either remodeled their present quarters or expanded into new ones during the year. The cost of this building program was estimated at more than a quarter of a million dollars.

*Wholesale associations.*—For the cooperative wholesale associations sales of nearly 51½ million dollars were reported, of which 49 millions was that of the regional associations. For the whole group of wholesales, net earnings were 16.5 percent less than in 1937, but a larger share of these earnings was declared in patronage refunds; the sum of \$826,542 was thus returned on the 1938 business. In many cases these refunds were paid not in cash but in shares of stock, in order to build up the operating capital of the wholesale. In spite of the growing tendency toward such retention of patronage refunds, decreased assets were shown in a number of associations. This was known to have been due, in some cases, to heavy write-off, in depreciation, of fixed assets.

That local associations are more and more recognizing the advantages of federating for the purchase of their supplies at wholesale is indicated by the 9-percent increase in membership shown by the wholesales. Most of the regional associations accepted new members in 1938, and only a few showed slight decreases in number of affiliated associations. Remarkable gains were made by Consumers' Cooperative Association (North Kansas City, Mo.) and Eastern Cooperative Wholesale (New York, N. Y.), the latter nearly doubling its membership. Nearly 2,100 local associations were affiliated to the 20 regional associations reporting, at the end of 1938; and 121 (most of which were also members of regional associations) were members of district wholesales handling special lines.

The rapprochement of consumers' cooperatives and the subsistence-homesteads cooperatives under the Federal resettlement program took place in two instances in 1938. A new wholesale, Consumer Wholesale Clothiers, Inc., was formed to manage the clothing factory at Jersey Homesteads, Hightstown, N. J., and to distribute the garments produced. It was reported<sup>1</sup> that the cooperatives interested in this enterprise were the regional cooperative wholesales in California and Pennsylvania, a number of the larger local associations which handle clothing as well as many other commodities, and the Consumer Distribution Corporation. In West Virginia, American Cooperatives, Inc., was formed to manage a farm-machinery plant manned by the homesteaders at Arthurdale and to act as wholesale distributor of the products. This wholesale had as its charter mem-

<sup>1</sup> Co-op Review (Harrisburg, Pa.), September 1938.

bers the regional wholesales in Indiana, Michigan, Minnesota (Farmers' Union Central Exchange), and Missouri.

The Central Cooperative Wholesale in 1938 purchased a second feed mill, and the 1938 meeting of the Consumers' Cooperative Association (Missouri) authorized that organization to enter the business of refining oil. Authorization was given for the building of a 3,000-barrel refinery, capable of producing 11 carloads every 24 hours. It is expected to fill about one-third of the needs of the wholesale. The plant will be run as a subsidiary of the wholesale, which will own all of the common (voting) shares. At that meeting it was reported that the wholesale's paint plant, now 2½ years old, had paid for itself in the first 5 months of operation.

The Cooperative Unity Alliance, wholesale of the Communist-dominated associations which seceded from the Central Cooperative Wholesale in 1931, closed up its business in 1938. In its behalf, overtures had been made on numerous occasions for its merger with Central Cooperative Wholesale, but in such a way as to retain its identity. These were firmly rejected, and the dwindling fortunes and membership of Unity finally necessitated winding up its affairs. Some of its member associations have resumed trading relations with the Central Cooperative Wholesale, but the annual meeting of the latter organization decreed that such associations were to be admitted only on condition that they observe the political-neutrality principles of the wholesale, that they carry on educational work on such a basis, and provided they "are not and cannot be interpreted as being competitors of those local cooperatives which during the internal fight loyally supported the Central Cooperative Wholesale."

The Cooperative Union, Inc., Chicago, succeeded the Chicago Cooperative Federation in July 1938. At that time it took over as departments the Cooperative Produce Association (through which some of the Chicago cooperatives were purchasing their fresh fruits and vegetables) and Consumers' Cooperative Clothiers (an independent association doing custom tailoring and retailing clothing made by the homesteaders at Hightstown, N. J.).

In April 1938 the Northland Cooperative Federation was formed to coordinate the educational and business activities of the cooperative associations in the Marquette (Mich.) district. The Northland Cooperative Oil Association, formed in 1930, became a department of the new federation on July 1, 1938. It is planned that in addition to educational work, various productive and service activities patterned after those of the Range Cooperative Federation will be added from time to time.

Details regarding both retail and wholesale associations are given in the following pages.

*Retail Associations*

Data on the operations of more than 350 local associations were obtained by the Bureau of Labor Statistics, although no general statistical survey of consumers' cooperatives was made for 1938. The data cover mostly associations operating retail stores and gasoline service stations; a few buying clubs and other organizations are also included. Although the sample is relatively small, some indication of the general trend in cooperative development may be obtained by comparison of the operating figures with those for the same associations in 1937. (See table 1.)

Increases in membership were made during the year by 83 percent of the associations.

Compared with 1937, the whole group of associations showed a loss of 2.1 percent in business done, with a drop in net earnings of 5.5 percent. There was also a decline of 1.2 percent in net worth. There was, however, a 12-percent increase in share capital and one of 5.3 percent in total assets. The declines indicated for the group as a whole were due to the smaller money sales by the store associations. The petroleum associations showed a gain of 6 percent over 1937 in amount of business done, whereas the stores had a decrease of 7 percent. The net earnings of both types of associations declined, but in the petroleum associations the decline amounted to only nine-tenths of 1 percent while for the stores it was 10.5 percent.

TABLE 1.—*Comparison of Operations of Retail Cooperatives in 1938 With Those of Identical Associations in 1937*

Item	Average per association			Percent of associations with—		
	1938	1937	Percent- age change	Increase	Decrease	No change
Number of members.....	451	405	+11.4	83.3	13.6	3.1
Amount of business.....	\$91,962	\$93,961	-2.1	57.5	42.5	.....
Net earnings.....	5,034	5,329	-5.5	52.3	47.7	.....
Share capital.....	13,340	11,911	+12.0	78.4	19.2	2.4
Total assets.....	37,849	35,957	+5.3	69.2	30.8	.....
Net worth.....	21,811	22,081	-1.2	66.0	34.0	.....

*Wholesale Associations*

In contrast with the situation as regards the retail associations, the figures for which are based upon a sample only, almost complete coverage was obtained for the wholesales handling consumers' goods.



## MEMBERSHIP OF WHOLESALERS

Nearly 2,100 local associations were members of the regional wholesales reporting, at the end of 1938, and the district wholesales had 121 affiliates. Details are shown in table 2.

TABLE 2.—Membership and Patrons of Cooperative Wholesale Associations, 1937 and 1938

Association and State	Year in which organ- ized	Affiliated associations		Retail branches of wholesale	
		1938	1937	1938	1937
<i>Interregional</i>					
Indiana: United Cooperatives.....	1930	8	9		
<i>Regional</i>					
<i>Illinois:</i>					
Illinois Farm Supply Co.....	1927	64	64		
The Cooperative Wholesale.....	1936	73	62		
Indiana: Indiana Farm Bureau Cooperative Association.....	1921	87	90		
Iowa: Cooperative Service Co.....	1935	19	9		
Massachusetts: United Cooperative Farmers.....	1927	11	11	3	3
Michigan: Farm Bureau Services.....	1920	114	114	15	11
<i>Minnesota:</i>					
Midland Cooperative Wholesale.....	1926	170	170		
Farmers Union Central Exchange.....	1927	245	240	6	6
Minnesota Farm Bureau Service Co.....	1928	30	21		
Missouri: Consumers' Cooperative Association.....	1929	424	363	14	17
Nebraska: Farmers Union State Exchange.....	1914	1 273	1 275	20	21
New York: Eastern Cooperative Wholesale.....	1928	93	47		
Ohio: Farm Bureau Cooperative Association.....	1933	81	82		
Oregon: Oregon Grange Wholesale.....	1937	14	( <sup>1</sup> )		
Pennsylvania: Pennsylvania Farm Bureau Cooperative Asso- ciation.....	1934	14	12		1
Tennessee: Tennessee Cooperative Supplies Association.....	1924	68	69		
Texas: Consumers' Cooperatives, Associated.....	1931	52	52		
<i>Washington:</i>					
Grange Cooperative Wholesale.....	1919	57	54		1
Pacific Supply Cooperative.....	1933	78	72	( <sup>2</sup> )	( <sup>3</sup> )
Wisconsin: Central Cooperative Wholesale.....	1917	121	110		
Total.....		2,088	1,917	58	60
<i>District</i>					
California: California Cooperative Wholesale.....	1937	10			
Illinois: Chicago Cooperative Union.....		15	10	3 1	
<i>Michigan:</i>					
H-O-B Cooperative Oil Association.....	1932	9	7		
Northland Cooperative Federation.....	1 1938	5	4	1	
<i>Minnesota:</i>					
Trico Cooperative Oil Association.....	1929	15	15		
C-A-P Cooperative Oil Association.....	1929	10	10		
Range Cooperative Federation.....	1 1933	18	18		
<i>Wisconsin:</i>					
Fox River Valley Cooperative Wholesale.....	1936	6 21	17		
A & B Cooperative Oil Association.....	1930	8	7		
Iron Cooperative Oil Association.....	1930	( <sup>2</sup> )	6		
Cooperative Services.....	1928	5	5		
Price County Cooperative Oil Association.....	1934	5	5		
Total.....		121	104	2	

<sup>1</sup> And 101 Farmers' Union locals.

<sup>2</sup> No data.

<sup>3</sup> Consumers' Cooperative Clothiers, an independent retail association which became a branch of the union in 1938.

<sup>4</sup> Superseded Northland Cooperative Oil Association, which was formed in 1930.

<sup>5</sup> Took over Range Cooperative Oil Association, which was formed in 1929.

<sup>6</sup> As of January 1939.

Among the district associations for which there was information for both years the number of member associations increased by 13, or 13 percent.

Of the 19 regional associations which reported as to operation of retail branches, 14 had no retail outlets. The other 5 were operating 58 such establishments. Only 2 of the 12 district associations had retail branches. In the case of the Chicago Cooperative Union this was the result of that organization's absorption of Consumers' Cooperative Clothiers, a retail clothing cooperative. The retail branch of the Northland Cooperative Federation is an automobile salesroom.

#### WHOLESALE SERVICES

Trucking service for local associations was started by three associations in 1938. Aside from this, comparatively few new lines of commodities or new services were added during the year. The organization showing the greatest expansion into new lines was the Eastern Cooperative Wholesale.

The wide variety of goods and services available through the various wholesale organizations is shown in table 3. In this table the associations are classified into regional (i. e., with a trading territory of one or more States), interregional (i. e., serving regional wholesales), and district (serving local associations in a territory less than State-wide in scope). As the names of the regional associations indicate, most of them function in one State only. Among those serving associations in more than one State are: The Cooperative Wholesale, urban cooperatives in Illinois, Indiana, southern Michigan, and parts of Ohio; Midland, associations in Minnesota and Wisconsin; Farmers' Union Central Exchange, Farmers' Union organizations in Minnesota, Wisconsin, and the Dakotas; Consumers' Cooperative Association, associations in Colorado, the Dakotas, Iowa, Kansas, Missouri, Nebraska, Oklahoma, Utah, and Wyoming; Eastern Cooperative Wholesale, associations in New England, New Jersey, New York, and a few scattered associations in adjoining areas where there is no wholesale; Pacific Supply Cooperative, organizations in Idaho, Montana, Oregon, and Washington; and Central Cooperative Wholesale, associations in Minnesota, northern Wisconsin, and northern Michigan. The above would indicate that there is considerable competition among wholesales. This is true, but not to the extent that it would appear, for where two wholesales operate in the same region usually one serves only associations belonging to some sponsoring farm organization, whereas the other serves the independent farmers' associations and urban cooperatives. This does involve, however, the duplication of wholesale services within an area.

TABLE 3.—*Lines of Goods Handled by Wholesale Cooperative Associations, and Other Services Provided, 1938*

[Italics indicate new commodities or services added during year]

Type of association, State, and city	Name of wholesale	Goods handled	Goods manufac- tured	Other services
<i>Interregional</i>				
Indiana: Indianap- olis.	United Coopera- tives, Inc.	Petroleum products; auto tires and accessories; service station and bulk plant equipment; <i>hardware; poultry equipment;</i> roofing.		
<i>Regional</i>				
Illinois: Chicago	Illinois Farm Sup- ply Co.	Petroleum products; paints, sol- vents; auto tires and tubes; farm supplies.		
Do	The Cooperative Wholesale.	Groceries, other household goods; motor oil, auto tires and acces- sories; electrical appliances.		
Indiana: Indianap- olis.	Indiana Farm Bu- reau Coopera- tive Association, Inc.	Household supplies; fuel; petro- leum products, auto tires and accessories; electrical appliances; lumber and building material; plumbing supplies, farm sup- plies and machinery.	Lubricat- ing oil.	Trucking.
Iowa: Waterloo	Cooperative Serv- ice Co.	Petroleum products; paint; <i>bottled gas</i> ; stoves.		
Massachusetts: Fitchburg.	United Coopera- tive Farmers, Inc.	Dairy products; petroleum prod- ucts; auto tires and accessories; <i>hardware; lumber and building material; farm supplies and machinery.</i>	Feeds	Marketing of <i>live poultry.</i>
Michigan: Lansing.	Farm Bureau Services.	Fuel; dairy products; petroleum products; auto tires and acces- sories; farm supplies and ma- chinery.		Supervision of management of local, if requested.
Minnesota: Minneapolis	Midland Coopera- tive Wholesale.	Fuel; petroleum products; auto tires and accessories; electrical appliances; paint; steel and wire; bulk-station equipment; rope; farm supplies.	Lubricat- ing oil.	Educational department; merchandis- ing advice.
Saint Paul	Farmers' Union Central Ex- change, Inc.	Petroleum products; auto tires and accessories; electrical appliances; flour; <i>hardware; farm supplies and machinery; oil-station equip- ment.</i>	do	
Do	Minnesota Farm Bureau Service Co.	Petroleum products; <i>paint</i> ; farm supplies.	Fertilizer	
Missouri: North Kansas City.	Consumers' Coop- erative Associa- tion.	Groceries; women's clothing; pe- troleum products; auto tires and accessories; electrical appliances; paint; lumber and building ma- terial; roofing; farm supplies and machinery; service-station equipment.	Lubricat- ing oil, a x l e grease, paint.	Educational department; speakers' bu- reau; audit- ing and busi- ness advisory service; truck- ing.
Nebraska: Omaha	Farmers' Union State Exchange.	Groceries, meats; clothing, shoes, dry goods; fuel; dairy products; household supplies, stationery; students' supplies; petroleum products; auto tires and acces- sories; <i>hardware; electrical ap- pliances; farm supplies and machinery.</i>		Educational department; auditing; <i>trucking;</i> <i>poultry plant.</i>
New York: Brook- lyn.	Eastern Coopera- tive Wholesale, Inc.	Groceries; dairy products; <i>citrus fruits; motor oil, auto tires; re- frigerators; household appliances.</i>		Technical ad- vice in store operation, lay-out, etc.; <i>testing kitchen for food prod- ucts.</i>
Ohio: Columbus	Farm Bureau Co- operative Asso- ciation, Inc.	Women's clothing; fuel; petroleum products; auto tires and acces- sories; paint; electrical appli- ances; household goods; lumber and building material; farm sup- plies and machinery; raw ma- terials; twine.	Fertilizer; feed.	Educational department; auditing.
Oregon: Portland	Oregon Grange Wholesale, Inc.	Petroleum products; auto tires and accessories; farm supplies and machinery.		Auditing.



TABLE 3.—*Lines of Goods Handled by Wholesale Cooperative Associations, and Other Services Provided, 1938—Continued*

Type of association, State, and city	Name of wholesale	Goods handled	Goods manufac- tured	Other services
<i>Regional—Contd.</i>				
Pennsylvania: Har- rissburg.	Pennsylvania Farm Bureau Cooperative As- sociation.	Petroleum products; auto tires and accessories; hardware; elec- trical appliances; lumber and <i>building material</i> ; farm supplies.		
Tennessee: Colum- bia.	Tennessee Co-op- erative Supplies Association.	Motor oil; insecticides and spray materials; farm supplies.		
Texas: Amarillo.	Consumers' Coop- eratives, Asso- ciated.	Fuel oil; petroleum products; auto tires and accessories; electrical appliances; washing machines; refrigerators; household furni- ture; farm supplies; windmills.		
Washington: Seattle.	Grange Cooper- ative Wholesale.	Groceries and meats; limited lines of clothing and shoes; fuel; household goods; petroleum products; auto tires and acces- sories; students' supplies; farm supplies and machinery; hard- ware; electrical appliances; building material.	Feed	Auditing.
Walla Walla.	Pacific Supply Co- operative.	Petroleum products; auto tires and accessories; fuel oil; farm supplies.		
Wisconsin: Supe- rior.	Central Cooper- ative Wholesale.	Groceries (including fresh fruits) and meats; clothing, shoes; bakery goods; household goods; students' supplies; petroleum products; auto tires and acces- sories; hardware; electrical ap- pliances; lumber and building material; farm supplies.	Bakery goods; cof- fee-roast- ing; feed.	Educational department; auditing; merchandis- ing service.
<i>District</i>				
California: Berke- ley.	California Coop- erative Whole- sale, Inc.	Groceries; petroleum products.		
Illinois: Chicago.	The Cooperative Union, Inc.	Fresh produce; clothing; dairy products; bakery goods.	Suits and coats.	Trucking.
Michigan: Bruce Crossing.	H-O-B Cooper- ative Oil Asso- ciation.	Petroleum products; auto tires and accessories.		
Rock.	Northland Coop- erative Federa- tion, Inc.	do.		Educational work.
Minnesota: Cloquet.	Trico Cooperative Oil Association.	Fuel oil; petroleum products; auto tires and accessories.		
Kettle River.	C-A-P Cooper- ative Oil Associa- tion.	Petroleum products; auto tires and accessories; electrical appliances; farm machinery; fly spray.		Trucking.
Virginia.	Range Cooper- ative Federa- tion.	Automobiles; petroleum products; auto tires and accessories; dairy and meat products; farm ma- chinery.	Butter; meat products.	Automobile re- pair service; insurance; trucking; ed- ucational de- partment; burial serv- ice.
Wisconsin: Appleton.	Fox River Valley Cooperative Wholesale.	Petroleum products; auto tires and accessories; electrical appli- ances; radios; household goods; hardware; paint; bulk-station equipment; plumbing supplies and fixtures; farm supplies and machinery.		
Ashland.	A & B Cooper- ative Oil Asso- ciation.	Petroleum products; auto tires and accessories.		
Hurley.	Iron Cooperative Oil Association.	do.		
Maple.	Cooperative Serv- ices, Inc.	Petroleum products; electrical ap- pliances; roofing; cement; explo- sives; farm supplies and ma- chinery; lumber and building material; seed-cleaning equip- ment.		
Prentice.	Price County Co- operative Oil Association.	Petroleum products; auto tires and accessories; farm machinery.		

Warehousing is carried on by nearly all of the associations shown in table 3. National Cooperatives (not included in the table) does no warehousing. It is an interregional organization to which 10 of the regional wholesales belong. Its function is to make master contracts through which the purchasing power of the member associations is pooled.

The California Cooperative Wholesale, also, during 1938 was acting only as purchasing agent for its group of member associations and making contracts for supplies. It did no warehousing, the goods being shipped directly to the retail associations but being billed through the wholesale.

#### BUSINESS OPERATIONS, 1937 AND 1938

Of 20 regional cooperative wholesale associations for which data were obtained, 11 showed increases in the dollar volume of sales in 1938 as compared with the previous year. In the remaining wholesales dollar volume fell, but some of these associations reported that the drop was caused by lower prices; the volume of goods handled had actually increased. For the whole group a decrease in dollar volume of wholesale business of nearly 1.7 percent was shown.

Net earnings fell off sharply from 1937 to 1938 in many cases. Other organizations were able to show larger gains in the latter than in the former year, but these were not sufficient to offset the declines, so that for the whole number reporting for both years a decrease of 15.2 percent was shown. Only one association showed an operating loss for 1938. This was explained by the wholesale as follows: "Each year the Supplies Association pays into the Farm Bureau treasury some money as administrative costs, and in the case of the year 1938 paid more into the Farm Bureau than would have been justified, making the books show a loss."

Patronage refunds in individual associations naturally followed the same trend as net earnings, but for the group as a whole the increases in refunds so far tended to overcome decreases that the combined patronage refunds fell only seven-tenths of 1 percent.

Of the district associations that were in business and furnished data for both years, only three showed a decrease in sales from 1937 to 1938. The group as a whole had an increase of 5.7 percent. Net earnings increased 5.4 percent, but the amount returned in patronage refunds decreased 7.5 percent.

TABLE 4.—Business Operations of Cooperative Wholesale Associations, 1937 and 1938<sup>1</sup>

Association and State	Amount of business <sup>2</sup>		Net earnings		Patronage refunds	
	1938	1937	1938	1937	1938	1937
<i>Interregional</i>						
Indiana: United Cooperatives.....	\$646,813	\$646,439	\$62,000	\$120,000	\$62,000	\$120,000
<i>Regional</i>						
Illinois:						
Illinois Farm Supply Co. <sup>3</sup> .....	8,512,954	7,694,151	385,084	324,189	347,813	285,794
The Cooperative Wholesale.....	149,080	107,799	38	1,121	-----	1,009
Indiana: Indiana Farm Bureau Cooperative Association.....	5,821,303	6,644,624	38,260	174,736	33,098	100,264
Iowa: Cooperative Service Co. <sup>4</sup> .....	42,926	42,759	15,620	( <sup>5</sup> )	14,341	( <sup>5</sup> )
Massachusetts: United Cooperative Farmers.....	\$ 873,704	\$ 762,672	8,469	3,828	8,469	3,939
Michigan: Farm Bureau Services <sup>6</sup> .....	2,803,078	3,331,083	27,668	126,800	12,252	( <sup>5</sup> )
Minnesota:						
Midland Cooperative Wholesale.....	3,610,592	3,696,743	84,701	64,601	65,757	58,673
Farmers Union Central Exchange <sup>7</sup> .....	{ 4,434,524	{ 4,439,612	{ 112,535	{ 84,540	{ 95,655	{ 63,394
Minnesota Farm Bureau Service Co.....	{ 600,000	{ 292,068	{ 2,805	{ ( <sup>5</sup> )	{ 621	{ ( <sup>5</sup> )
Missouri: Consumers' Cooperative Association <sup>8</sup> .....	{ 4,026,215	{ 102,861,703	{ 87,331	{ 100,789	{ 66,219	{ 69,447
Nebraska: Farmers' Union State Exchange.....	{ 258,695	{ 228,414	{ 44,482	{ 59,109	{ 112,382	{ 43,535
New York: Eastern Cooperative Wholesale.....	{ 1,608,333	{ 1,817,763	{ 8,789	{ 2,910	{ 6,915	{ 1,546
Ohio: Farm Bureau Cooperative Association.....	{ 980,947	{ 1,156,222	{ 124,412	{ 205,108	{ 50,669	{ 65,652
Oregon: Oregon Grange Wholesale.....	717,415	533,134	12 2,005	12 31	13 2,036	-----
Pennsylvania: Pennsylvania Farm Bureau Cooperative Association.....	6,856,932	8,455,916	39,382	36,788	28,405	21,761
Tennessee: Tennessee Cooperative Supplies Association.....	1,279,693	940,090	14 27	14 383	1,537	2,233
Texas: Consumers' Cooperatives, Associated.....	50,729	73,705	15,954	18,473	15,073	16,258
Washington:						
Grange Cooperative Wholesale.....	399,528	334,037	12,000	( <sup>5</sup> )	12,000	( <sup>5</sup> )
Pacific Supply Cooperative.....	2,027,000	2,250,000	140,000	117,000	( <sup>5</sup> )	( <sup>5</sup> )
Wisconsin: Central Cooperative Wholesale.....	2,385,827	2,096,106	65,210	76,910	42,300	58,159
Total, all associations.....	3,045,513	3,356,551	1,214,718	1,396,550	826,542	791,664
Total, associations reporting for both years.....	{ 49,163,200	{ 49,990,370	{ 1,184,293	{ 1,396,550	{ 785,292	{ 790,665
	{ 1,839,642	{ 1,676,704				
	{ 49,163,200	{ 49,990,370				
	{ 1,839,642	{ 1,676,704				
<i>District <sup>15</sup></i>						
California: California Cooperative Wholesale.....	33,000	-----	350	-----	-----	-----
Illinois: Chicago Cooperative Union.....	40,896	-----	77	-----	-----	-----
Michigan:						
H-O-B Cooperative Oil Association.....	109,193	92,567	8,582	6,412	7,147	4,872
Northland Cooperative Federation <sup>16</sup> .....	63,906	17 64,531	2,566	17 2,351	( <sup>18</sup> )	( <sup>5</sup> )

<sup>1</sup> For year ending Dec. 31, unless otherwise noted.<sup>2</sup> Wholesale business, unless otherwise specified.<sup>3</sup> For year ending Oct. 31.<sup>4</sup> 10 months' business.<sup>5</sup> No data.<sup>6</sup> Figures include both wholesale and retail business.<sup>7</sup> Including small amount from previous year.<sup>8</sup> For year ending Aug. 31.<sup>9</sup> Retail business.<sup>10</sup> Fiscal year changed; figures are therefore for 8 months.<sup>11</sup> Oil refund only.<sup>12</sup> Not including sales of petroleum products.<sup>13</sup> Not including \$11,111 refunded to member cooperatives in rokerage commissions on petroleum products.<sup>14</sup> Loss.<sup>15</sup> Figures include, in some cases, a small amount of retail business.<sup>16</sup> For year ending July 31.<sup>17</sup> Data are for Cooperative Oil Association which became a department of Northland Cooperative Federation in 1938.<sup>18</sup> Patronage refund of 2 percent; amount not reported.



TABLE 4.—Business Operations of Cooperative Wholesale Associations, 1937 and 1938—Continued

Association and State	Amount of business		Net earnings		Patronage refunds	
	1938	1937	1938	1937	1938	1937
<i>District—Continued</i>						
Minnesota:						
Trico Cooperative Oil Association <sup>19</sup> .....	\$234,380	\$223,897	\$25,851	\$25,107	\$22,684	\$25,107
C-A-P Cooperative Oil Association <sup>20</sup> .....	126,852	136,620	13,166	15,387	11,755	15,387
Range Cooperative Federation.....	573,297	552,422	17,254	17,863	14,457	17,000
Wisconsin:						
Fox River Valley Cooperative Wholesale <sup>19</sup> .....	139,895	93,972	7,578	7,155	7,364	7,155
A & B Cooperative Oil Association <sup>21</sup> .....	69,782	64,964	5,080	3,530	( <sup>22</sup> )	2,851
Iron Cooperative Oil Association.....	46,286	37,625	2,898	1,793	( <sup>22</sup> )	1,168
Cooperative Services.....	139,652	156,301	7,151	6,438	5,300	5,017
Price County Cooperative Oil Association.....	51,976	48,493	3,409	2,671	<sup>23</sup> 2,000	1,900
Total, all associations reporting.....	1,629,115	1,471,392	93,962	88,707	70,707	80,457
Total, associations reporting for both years <sup>23</sup> .....	1,555,219	1,471,392	93,535	88,707	70,707	76,438

<sup>19</sup> No data.<sup>19</sup> For year ending June 30.<sup>20</sup> For year ending April 30.<sup>21</sup> For year ending May 31.<sup>22</sup> Approximate.<sup>23</sup> Does not include 1938 figures of associations that were not in business in 1937.

The decreased money sales of the Central Cooperative Wholesale were attributed by it to "the elimination of gasoline freight and tax from sales, lower selling prices, and reduced incomes of consumers." The actual tonnage volume of goods handled was, it reported, 5-10 percent greater than in 1937.

Altogether nearly a million dollars was returned to members on their purchases. Not all of this was in cash, however. Because many of the wholesales are inadequately capitalized, annual meetings have increasingly shown a tendency to retain at least a part of the earnings in the business in some form of capital.

Of the regional associations reporting on this point only those in Illinois (Illinois Farm Supply Co.), Massachusetts, Minnesota (Farm Bureau Service Co.), Ohio, and Tennessee paid all of the purchase refunds in cash. Those in Indiana, Minnesota (Midland), New York, and Pennsylvania paid it in the form of share capital credited to the member associations. The others for the most part paid it partly in cash and partly in shares. The Farmers Union Central Exchange and the Consumers' Cooperative Association paid part of the refund in the form of share capital; the rest was placed in a revolving fund, to the credit of the respective members, to be repayable after 5

years. The Grange Cooperative Wholesale declared a dividend but paid it in certificates of indebtedness of the wholesale.

No patronage refunds were paid by The Cooperative Wholesale in Chicago (which had just pulled out of the red); the surplus of \$38 was voted to be placed in the reserve fund.

Only four of the district associations reported on this point. Of these, Cooperative Services (Maple, Wis.) paid all in cash; H-O-B, Range Cooperative Federation, and Trico all paid partly in cash and partly in shares; in the last named the dividends were in some cases applied as payment on notes and accounts owed to the wholesale by the member associations.

In only a few cases did the reports of the wholesales give data on sales of different commodities handled. These are shown in table 5.

TABLE 5.—*Business Done in Specified Commodities in Cooperative Wholesale Associations, 1938*

Commodity	Midland Coopera- tive Wholesale	Farmers' Union Central Exchange	CONSUM- ERS' Coop- erative Associa- tion	Oregon Grange Wholesale	Consum- ers' Coop- eratives, Associated	Central Coopera- tive Wholesale
All commodities.....	\$3, 610, 592	\$4, 434, 524	\$4, 026, 214	<sup>1</sup> \$64, 598	<sup>2</sup> \$267, 952	<sup>3</sup> \$3, 028, 820
Groceries.....			145, 762			<sup>4</sup> 136, 446
Bakery products.....						<sup>5</sup> 110, 505
Clothing.....						275, 861
Household supplies and equipment.....					<sup>6</sup> 3, 510	<sup>7</sup> 1, 897, 659
Hardware.....	19, 329					( <sup>8</sup> )
Coal.....	31, 967					
Petroleum products.....	2, 775, 775	2, 883, 487	2, 870, 865	<sup>9</sup> 150, 000	124, 145	307, 207
Lubricating oil and grease.....	279, 010	531, 995	417, 862		38, 493	
Auto accessories (including batter- ies, tires, and tubes).....	166, 106	277, 033	247, 349	9, 703	49, 465	( <sup>8</sup> )
Electrical supplies and appliances.....	113, 867	85, 054	46, 948			( <sup>8</sup> )
Building material and paint.....	47, 663		95, 681			( <sup>9</sup> )
Farm supplies.....	42, 580	195, 561	99, 900	27, 386	20, 059	<sup>10</sup> 135, 482
Farm machinery.....		275, 158	77, 168	27, 379		
Other.....	134, 295	186, 236	24, 679	130	32, 280	165, 660

<sup>1</sup> Does not include estimated amount of brokerage sales in petroleum products.

<sup>2</sup> Does not include sales totaling \$131,576 billed direct by manufacturer.

<sup>3</sup> Does not include \$16,692 for auditing services.

<sup>4</sup> Coffee only; other groceries not reported separately but are included with household supplies and equip-  
ment.

<sup>5</sup> Manufactured by wholesale.

<sup>6</sup> Furniture.

<sup>7</sup> Includes groceries (except coffee), auto tires and accessories, electrical supplies, farm supplies, hardware,  
etc.

<sup>8</sup> Included with household supplies and equipment.

<sup>9</sup> Estimated amount of brokerage sales.

<sup>10</sup> Feed manufactured.

#### RESOURCES

All but one of the regional wholesales reporting increased their share capital from 1937 to 1938. As regards total assets, however, the showing was not so favorable, as more than a third of the associations had reduced assets at the end of 1938 as compared with the situation at the end of the previous year.

TABLE 6.—Capital and Assets of Cooperative Wholesale Associations, 1937 and 1938<sup>1</sup>

Association and State	Paid-in share capital		Total assets <sup>2</sup>	
	1938	1937	1938	1937
<i>Interregional</i>				
Indiana: United Cooperatives.....	\$186,600	\$148,500	\$392,000	\$340,985
<i>Regional</i>				
<i>Illinois:</i>				
Illinois Farm Supply Co. <sup>3</sup> .....	135,280	125,472	817,141	715,163
The Cooperative Wholesale.....	( <sup>4</sup> )	4,558	26,923	24,553
Indiana: Indiana Farm Bureau Cooperative Association <sup>5</sup> .....	573,100	484,200	1,156,167	1,375,500
Iowa: Cooperative Service Co. <sup>3</sup> .....	425	( <sup>4</sup> )	25,003	( <sup>4</sup> )
Massachusetts: United Cooperative Farmers.....	7,358	7,212	52,269	46,631
Michigan: Farm Bureau Services <sup>3</sup> .....	167,127	( <sup>4</sup> )	905,210	( <sup>4</sup> )
<i>Minnesota:</i>				
Midland Cooperative Wholesale.....	252,815	207,570	700,022	591,632
Farmers' Union Central Exchange <sup>3</sup> .....	340,588	279,061	832,890	752,314
Minnesota Farm Bureau Service Co.....	48,080	( <sup>4</sup> )	75,273	( <sup>4</sup> )
Missouri: Consumers' Cooperative Association <sup>3</sup> .....	150,520	99,922	672,592	719,301
Nebraska: Farmers' Union State Exchange.....	307,445	305,220	636,934	688,076
New York: Eastern Cooperative Wholesale.....	16,699	10,389	130,302	96,548
Ohio: Farm Bureau Cooperative Association.....	296,688	297,350	739,958	813,566
Oregon: Oregon Grange Wholesale.....	3,360		28,543	
Pennsylvania: Pennsylvania Farm Bureau Cooperative Association.....	( <sup>4</sup> )	38,808	123,218	91,161
Tennessee: Tennessee Cooperative Supplies Association.....	( <sup>4</sup> )	( <sup>4</sup> )	2,190	( <sup>4</sup> )
Texas: Consumers' Cooperatives, Associated.....	20,460	18,090	64,255	87,077
Washington: Grange Cooperative Wholesale.....	5,175	( <sup>4</sup> )	129,243	( <sup>4</sup> )
Wisconsin: Central Cooperative Wholesale.....	219,300	200,247	574,482	524,144
Total, all associations.....	2,544,420	2,078,091	7,692,615	6,525,696
Total, all associations reporting for both years.....	2,320,253	2,034,733	6,527,153	6,525,696
<i>District</i>				
California: California Cooperative Wholesale.....	400		( <sup>4</sup> )	
Illinois: Chicago Cooperative Union.....	( <sup>4</sup> )	( <sup>4</sup> )	3,981	( <sup>4</sup> )
<i>Michigan:</i>				
H-O-B Cooperative Oil Association.....	8,928	7,241	22,518	17,435
Northland Cooperative Federation <sup>7</sup> .....	( <sup>4</sup> )	9,260	( <sup>4</sup> )	20,044
<i>Minnesota:</i>				
Trico Cooperative Oil Association <sup>8</sup> .....	26,341	16,400	64,674	55,412
C-A-P Cooperative Oil Association <sup>9</sup> .....	7,515	5,100	( <sup>4</sup> )	28,599
Range Cooperative Federation.....	20,207	22,484	107,618	88,181
<i>Wisconsin:</i>				
Fox River Valley Cooperative Wholesale <sup>4</sup> .....	14,519	( <sup>4</sup> )	24,676	( <sup>4</sup> )
A & B Cooperative Oil Association <sup>10</sup> .....	1,950	1,850	17,252	14,871
Iron Cooperative Oil Association.....	( <sup>4</sup> )	2,736	7,894	6,379
Cooperative Services.....	13,924	13,400	45,932	54,262
Price County Cooperative Oil Association.....	2,030	2,030	10,306	10,712
Total, all associations.....	104,814	80,501	304,851	295,895
Total, associations reporting for both years.....	89,895	68,505	276,194	247,252

<sup>1</sup> Data as of end of year, unless otherwise noted.<sup>2</sup> Depreciation deducted.<sup>3</sup> Data as of Oct. 31.<sup>4</sup> No data.<sup>5</sup> Data as of Aug. 31.<sup>6</sup> Nonstock association.<sup>7</sup> Data as of July 31.<sup>8</sup> Data as of June 30.<sup>9</sup> Data as of Apr. 30.<sup>10</sup> Data as of May 31.

## OPERATING EXPENSES

The following table, which is based upon reports from associations, shows expenses of operation in 1938 ranging from 8.4 percent for regional associations handling general merchandise to 8.9 percent for regional associations handling petroleum products.



TABLE 7.—Operating Expenses of Cooperative Wholesale Associations, 1938

Item of expense	Percent specified items form of sales			
	Regional associations		District petroleum associations	All associations
	General merchandise	Petroleum		
Gross margin.....	10.054	11.408	17.316	10.593
Sales expense.....	3.790	4.486	5.527	3.994
Wages, salaries, and commissions.....	3.544	4.230	5.300	3.747
Advertising.....	.246	.256	.227	.247
Miscellaneous delivery expense (except wages).....	.210	.067	.442	.189
Rent.....	.126	.112	.174	.125
Light, heat, power, and water.....	.329	.100	.059	.273
Insurance, taxes, and licenses.....	.439	.367	.451	.425
Social security (pay-roll taxes).....	.145	.166	.079	.147
Interest on borrowed money.....	.298	.011	.043	.233
Office supplies and postage.....	.373	.506	.117	.390
Telephone and telegraph.....	.197	.034	.087	.160
Repairs.....	.066	.065	.213	.071
Depreciation.....	.257	.241	.773	.272
Bad debts.....	.004	.019	.027	.008
Miscellaneous.....	.977	.612	.091	.871
Inventory, auditing, and legal.....	.117	.083	.113	.110
Warehouse expense (except wages).....	.026	.006	.020	.021
Traveling and field expenses.....	.586	1.298	.168	.715
Directors' fees and expenses.....	.080	.209	.155	.108
Collection expenses.....		.270	.022	.055
Education, promotion, and publications.....	.101	.162		.110
Membership dues and subscriptions.....	.100	.083		.093
Factory, laboratory, and plant supplies.....	.163		.040	.126
Total expenses.....	8.384	8.897	8.601	8.496
Net margin.....	1.670	2.511	8.715	2.097

<sup>1</sup> Includes rent of 1 association.<sup>2</sup> Includes telephone and telegraph expense of 1 association.<sup>3</sup> Includes interest and exchange expense of 1 association.

## WHOLESALE PRODUCTION

The value of goods produced—mainly lubricating oil, feed, and fertilizer—was reported by four regional associations, in a total amount of nearly 1½ million dollars. Two district federations produced clothing and food products valued at \$133,000.

TABLE 8.—Value of Goods Manufactured by Cooperative Wholesale Associations, 1938

Association and State	Product	Value of product
<i>Regional</i>		
Massachusetts: United Cooperative Farmers, Inc.....	Feeds.....	\$328,615
Minnesota:		
Farmers Union Central Exchange, Inc.....	Lubricating oils.....	462,991
Minnesota Farm Bureau Service Co.....	Commercial fertilizer.....	75,000
Missouri: Consumers' Cooperative Association.....	Oil, grease, and paint.....	195,789
Wisconsin: Central Cooperative Wholesale.....	Bakery goods, coffee, and commercial feeds.....	<sup>1</sup> 370,000
<i>District</i>		
Illinois: The Cooperative Union, Inc.....	Suits and coats.....	1,105
Minnesota: Range Cooperative Federation.....	Butter and meat products.....	132,220

<sup>1</sup> Approximate figure.

## EMPLOYEES AND WAGES

Data on employment were furnished by 23 associations. These were giving employment to more than 1,100 persons and their annual pay roll totaled nearly 1¼ million dollars. Annual earnings per employee in 1938 averaged \$1,374, as against \$1,132 in 1936.<sup>2</sup> Average working hours were 41.8 in 1938, as compared with 42.8 two years previously.

TABLE 9.—*Employment and Wages in Cooperative Wholesales, 1938*

Type of wholesale	Number of associations reporting	Number of employees	Amount paid in wages		Average weekly hours per employee <sup>2</sup>
			Total	Average per employee <sup>1</sup>	
All associations.....	23	1,181	\$1,248,586	\$1,374	41.8
Interregional.....	1	15	30,000	2,000	44.0
Regional.....	15	1,105	1,137,369	1,366	41.1
District.....	7	61	81,217	1,331	50.6

<sup>1</sup> Based on reports including both wages and employees.

<sup>2</sup> Weighted by number of employees in each case.

The following statement shows the number of associations in each classified average annual earnings group:

Annual earnings, per employee, of—	Number of associations
\$700 and under \$800.....	1
\$900 and under \$1,000.....	2
\$1,000 and under \$1,100.....	2
\$1,100 and under \$1,200.....	2
\$1,200 and under \$1,300.....	3
\$1,300 and under \$1,400.....	3
\$1,400 and under \$1,500.....	1
\$1,500 and over.....	6



## STATUS OF LABOR BANKS, JUNE 30, 1939

REVERSING the downward trend shown in 1937 and 1938, the labor banks as a group showed increases in both deposits and total assets. These rose 9.1 and 8.5 percent, respectively. Their combined net worth, which has shown a steady increase each year since 1934, continued this trend in 1939, with a 1.6 percent increase as compared with 1938.

Data for each of the four banks, as of June 30, 1939, are shown in table 1. As compared with the same date of the previous year, the Amalgamated Bank showed a decrease in net worth and the Union

<sup>2</sup> For employment and pay rolls in cooperative wholesales in 1936 see Bureau of Labor Statistics Bull. No. 659, p. 159.

National Bank had decreases in deposits and total resources. In all other respects 1939 showed an improved situation over 1938. The data were supplied to the Bureau by the Industrial Relations Section of Princeton University.

TABLE 1.—*Status of Individual Labor Banks, as of June 30, 1939*

Name and location of bank	Capital, surplus, and undivided profits	Deposits	Total resources
All banks.....	\$2, 544, 538	\$22, 923, 861	\$25, 813, 638
Amalgamated Trust & Savings Bank, Chicago, Ill.....	694, 227	8, 456, 246	9, 297, 724
Union National Bank, Newark, N. J.....	473, 867	3, 105, 280	3, 605, 065
Amalgamated Bank of New York, N. Y.....	670, 747	6, 701, 582	7, 509, 653
Telegraphers' National Bank, St. Louis, Mo.....	705, 697	4, 660, 753	5, 401, 196

The development of this group of four banks which, since 1933, has constituted the entire labor-banking movement, is shown in table 2. Data for earlier years, covering these and other banks in operation during those years, were given in the Monthly Labor Review, October 1937.

TABLE 2.—*Development of Labor Banks, 1933 to 1939*

June 30—	Net worth (capital, surplus, and undivided profits)	Deposits	Total resources
1933 <sup>1</sup> .....	\$2, 161, 421	\$15, 338, 505	\$18, 653, 355
1934.....	2, 038, 433	15, 899, 849	19, 168, 718
1935.....	2, 051, 943	17, 262, 281	19, 692, 385
1936.....	2, 155, 221	21, 747, 423	24, 368, 310
1937.....	2, 189, 671	21, 679, 590	24, 359, 340
1938.....	2, 503, 899	21, 013, 099	23, 785, 086
1939.....	2, 544, 538	22, 923, 861	25, 813, 638

<sup>1</sup> December 31.



## Recreation

---

### COMMUNITY RECREATION IN THE UNITED STATES, 1938

THE number of recreational facilities throughout the country increased considerably in 1938 as compared with 1937, and there was an increase of 26 percent in the total local and Federal emergency expenditures for recreation.<sup>1</sup> Expenditures from local funds increased from nearly 26 million dollars to over 29 million dollars, or over 14 percent, while expenditures from emergency funds rose from approximately 22 million to 31 million dollars, or 41 percent. Larger operation and maintenance figures account for most of the gain in local expenditures, and increases in the amounts spent for land, buildings, and permanent improvements account for the increased expenditures from emergency funds.

During 1938, 823 cities reported that 23,975 recreation leaders were paid from regular funds, an increase of 1,815 over the preceding year. Of the total number of leaders, 13,588 were men, and 10,387, women. The number of workers employed on a full-time year-round basis was increased from 3,067 in 1937 to 3,345 in 1938, and the number of cities reporting such workers increased from 319 to 337. Supplementary workers paid from Federal emergency funds in 567 cities providing regular service numbered 16,428, while the number of volunteer leaders reported by 310 cities was 9,701 and other volunteers reported by 301 cities totaled 15,277.

There were 9,712 outdoor playgrounds reported in 1938, as compared with 9,618 in 1937. Seven more cities reported such playgrounds in 1938. Playgrounds open the year round and those open only during the summer showed gains of 3 percent and 2 percent, respectively. The total attendance at playgrounds and the average daily summer attendance were the largest reported for any year. The total number of recreation buildings reported for 367 cities was 1,553, with a total attendance at 1,084 buildings in 272 cities of 56,927,918 persons. These figures cover attendance at recreation buildings of both white and colored people. A total of 4,059 indoor recreation centers, which include facilities such as schools, churches, city halls, and other build-

<sup>1</sup> Recreation, New York, June 1939, Yearbook number [Annual report of the National Recreation Association].

ings not used exclusively for recreation but in which a recreation program is carried on, under leadership, for community groups, was reported by 428 cities. The total attendance at such centers, reported by 318 cities, was more than 26½ million persons—a gain of 16 percent over the 1937 figure. Increases were reported in the number of facilities for many sports, with exceptional increases in the case of archery ranges, bowling greens, day camps, handball courts, shuffleboard courts, and stadiums. Total participation at softball diamonds continued to exceed participation at baseball diamonds both in numbers and rate of increase. Special recreation facilities included arts and crafts for children and adults, a great variety of athletic activities, dancing, drama, music, outing activities, water sports, winter sports, and a group of miscellaneous activities. Because of the variation in the cities reporting and other variables entering into the gathering of statistics of this nature, it is difficult to compare attendance figures in different years, but in certain activities such as forums and discussion groups, roque, drama, tournaments, track and field, boating, and community singing, participation showed a notable increase. The most popular activities, according to the figures submitted, were swimming, picnicking, softball, and skating.

# Industrial Accidents

---

## CAUSES AND PREVENTION OF ACCIDENTS IN THE CONSTRUCTION INDUSTRY, 1938

By MAX D. KOSSORIS and SWEN KJAER, *Bureau of Labor Statistics*

### Summary

A SURVEY covering more than 400 construction establishments revealed that during 1938 there were 76 disabling injuries for every million hours worked, and 11 days lost for every thousand hours worked. From this survey it is possible to estimate the total of disabling injuries for the entire construction industry. These estimates indicate that in construction carried on by private contractors approximately 2,000 employees were killed, 10,700 permanently injured, and 191,000 temporarily disabled in 1938. Self-employed workers and proprietors accounted for an additional 200 fatalities, 1,100 permanent and 20,000 temporary injuries. If the construction activities of the Works Progress Administration and the Tennessee Valley Authority are also included, the disabling injuries for the entire construction industry are brought to a total of 2,600 fatalities and 14,600 permanent and 275,000 temporary injuries. The safety record for the Government operations was considerably better than that of private construction in 1938, although in the latter also there were a large number of very good safety records in individual companies.

The survey covered 412 establishments—58 in heavy and railroad construction; 99 in highway construction; and 255 in building construction, of which about 50 were specialized subcontractors.

The building-construction group had a frequency rate of 63, i. e., 63 disabling injuries per million hours worked, and a severity rate of 7, i. e., an average of 7 days of disability per 1,000 hours worked. Heavy and railroad construction (primarily heavy construction), represented by 58 establishments, had a frequency rate of 90, and a severity rate of 15. Highway construction, including 99 establishments, showed a frequency rate of 77 and a severity rate of 11. Heavy and railroad construction, therefore, was the most hazardous, both as to frequency and severity; and building construction was the least hazardous. Nevertheless, these rates are all very much higher than those for manufacturing industries, and indicate the need for greater



safety precautions. From the accident reports furnished, it appears that some establishments were able to operate with very few disabling accidents, while others, with the same number of employees (often fewer employees) had a considerable number of such accidents. Further, from the descriptions of these accidents, it is clear that many of them could have been prevented by the observance of proper safety precautions.

TABLE 1.—*Injury Rates<sup>1</sup> in 3 Branches of Construction, 1938*

Item	Type of construction			
	All types	Building	Heavy and railroad	Highway
Number of firms reporting.....	412	255	58	99
Frequency rate (average number of disabling injuries per million hours worked).....	76	63	90	77
Severity rate (average number of days lost per thousand hours worked).....	11	7	15	11
Number of injuries per thousand workers, resulting in—				
Death and permanent total disability.....	1	1	2	1
Permanent partial disability.....	5	3	8	5
Temporary total disability.....	108	83	144	105
Total.....	114	87	154	111
Average time loss per disabling injury: <sup>2</sup>				
Permanent partial disability..... days.....	1,219	1,227	1,206	1,234
Temporary total disability..... do.....	18	19	21	17

<sup>1</sup> All figures rounded.

<sup>2</sup> 6,000 days are charged for each death or permanent total disability.

Comparison with 1936 shows that the rates for 1938 were very much lower. The earlier study<sup>1</sup> showed a frequency rate of 121 for building, 202 for heavy and railroad construction, and 156 for highway construction. To determine whether this change was brought about by the increase in the number of reporting establishments, a comparison was made for 97 identical firms reporting for both 1936 and 1938. For these the frequency rate dropped from 132 in 1936 to 78 in 1938 (table 2). For building construction, the rate dropped from 112 to 73, for heavy and railroad construction from 144 to 103, and for highway construction from 136 to 75. These identical establishments represent about two-thirds of the total reporting for 1936. But their experiences, although better than those for the entire group in 1936, indicate a very definite improvement in accident experience since 1936. Their 1938 frequency rates check reasonably well with those for the larger groups for 1938, indicating that the accident experience for the industry as a whole was less serious in 1938 than in 1936.

<sup>1</sup> See *Monthly Labor Review*, August 1938, pp. 329-340: Causes and Prevention of Accidents in the Construction Industry, 1936.

As is apparent from table 2, the frequency rate declined more sharply for the entire group than did hours worked. In building construction, a 21-percent decrease in hours worked was coupled with a 47-percent decrease in the number of disabling injuries. The resulting frequency rate (73) was 35 percent below that of 1936 (112). In heavy and railroad construction, a 76-percent decrease in total hours worked was accompanied by an 83-percent decrease in the number of disabling injuries. The number of injuries, therefore, decreased in about the same proportion as did exposure. In highway construction, however, the hours worked remained the same, but disabling injuries were nearly halved.

TABLE 2.—*Injury Experience of 97 Identical Establishments, 1936 and 1938*<sup>1</sup>

Type of construction	Number of establishments	Million hours worked		Disabling injuries		Frequency rate		Percent of change, 1938 as compared with 1936, in—		
		1938	1936	1938	1936	1938	1936	Hours worked	Disabling injuries	Frequency rate
All types.....	97	7.2	11.1	564	1,460	78	132	-35	-61	-41
Building.....	42	2.6	3.3	192	365	73	112	-21	-47	-35
Heavy and railroad.....	20	1.0	4.2	105	601	103	144	-76	-83	-28
Highway.....	35	3.6	3.6	267	494	75	136	0	-46	-45

<sup>1</sup> All figures rounded.

It is of interest to note here the experience of the construction projects of the Tennessee Valley Authority, which was not included in this survey. For 1938, a total exposure of 24 million employee-hours resulted in 626 disabling injuries, and a frequency rate of only 25.8. This rate compares directly with the rate of 85.77 for private heavy and railroad construction (in the survey) with an exposure of 12 million hours. A few figures for some of the TVA dam projects indicate the effectiveness of safety work. Pickwick Dam, with 1,357,315 hours had a frequency rate of 18.4; Gunterville Dam, with 2,245,641 hours, had a frequency rate of 28.5; Chickamauga Dam, with 2,907,091 hours, had a frequency rate of 27.2; and the Hiwassee Dam, with 1,893,994 hours, had a frequency rate of 41.2. Reservation clearing, included in the general rates, proved to be the most hazardous type of operation. The clearing operations for the Gunterville Dam had a frequency rate of 69.2; for the Pickwick Dam, 101.5; for the Chickamauga Dam, 160.1; and for the Hiwassee Dam, 212.5.

The survey revealed that the most frequently occurring accident type in 1938 was "stepping on or striking against objects." Next in importance of frequency were "struck by falling objects," and "strains" due to improper lifting. The largest number of fatalities, however, were caused by falls from elevations.

*Accident Experience in the Industry*

## ALL COMPANIES REPORTING

The entire group reporting for 1938 consisted of 412 firms with a total of about 31,000 employees and nearly 46 million hours worked. For every 1,000 workers, there were 1 death, 5 permanent injuries, and 108 temporary disabilities. The average time charge<sup>2</sup> per permanent injury was 1,219 days, and for every temporary disability 18 days. Table 1 indicated the relative distribution by extent of disability for every 1,000 workers for each of the three types of construction. Building construction had 1 fatality, 3 permanent injuries, and 83 temporary injuries per 1,000 workers. Correspondingly heavy and railroad construction had 2 fatalities, 8 permanent, and 144 temporary injuries, and highway construction 1 fatality, 5 permanent, and 105 temporary disabilities. The average time charge per permanent disability differed very little for the three types of construction, with approximately 1,225 days per disability. The average duration of temporary disabilities ranged from 17 days for highway construction to 21 days for heavy and railroad construction, with 19 days for building construction.

Eight of the reporting firms did not report data according to type of accident, and table 3 is therefore based on 404 firms with 28,497 employees who worked a total of 41,766,000 hours. These employees had 3,086 disabling injuries of which 31 resulted in death, 3 in permanent total disability, 2,918 in permanent partial disability, and 3,086 in temporary disability. The total time charge was 430,378 days, of which 204,000 were for death and permanent total, 171,700 for permanent partial, and 54,678 for temporary total disability.

The largest number of fatalities and permanent total disabilities which are combined in table 3, were due to "falls from elevations," which accounted for 12 such disabilities. Being "struck by falling objects" accounted for 6 more. The highest frequency rate per accident type was 12.76 for "stepping on or striking against objects," and the second highest 10.13 for "struck by falling objects." The third highest frequency, 9.82, was for "sprains." "Falls on a level surface" had a rate of 4.26, but the entire group of falls, i. e., adding the falls from an elevation to those on a level surface, had a combined frequency rate of 11.42, indicating that falls are a frequently recurring accident type in the construction industry.

The most frequent type of accident leading to permanent injuries was "caught in between machinery." Of the total of 134 permanent injuries, 36 were of this type. An additional 28 were of the "struck

<sup>2</sup> Based on the standard approved by the American Standards Association in 1937.



by falling objects" type. The most common accident type resulting in temporary disability was "stepping on or striking against objects," with 528 cases out of a total of 2,918, or nearly one-fifth. "Strains," due to improper lifting, accounted for 405, and "struck by falling objects" for 389.

#### BUILDING CONSTRUCTION

The 254 firms engaged in building construction had 12,440 employees, who worked a total of 17,053,668 hours. Fully three-quarters of these firms, with 83 percent of the total employment in building construction, operated for 10 or more months during the year. The group had a total of 1,064 disabling injuries, of which 7 were fatal, 2 permanent total, 35 permanent partial, and 1,020 temporary total in extent. The total time charge was 116,690 days. The frequency and severity rates were 62.39 and 6.84, respectively.

The most frequently occurring accident type was "stepping on or striking against objects," which was responsible for 15.4 percent of all disabling injuries. "Strains," with 15.1 percent, was a close second, and "struck by falling objects," with 14.8 percent, ranked third. "Falls from an elevation," however, was responsible for all fatalities.

#### HEAVY AND RAILROAD CONSTRUCTION

The 54 firms in this group employed 7,175 employees during 1938, and these worked a total of 12,043,386 hours. Sixty percent of the firms reported operations of 10 months or more, but included 77 percent of all employees in the group. Seventy-five percent of the firms, with 91 percent of the employment, reported operations for 7 months or more.

The group had 1,033 disabling injuries, of which 13 were fatal, 54 permanent partial, and 966 temporary total in extent, accounting for a total time loss charge of 170,413 days. The accident type responsible for the greatest number of fatalities, 5, was "struck by falling objects," with "falls from an elevation" second with 4. The first of these types also produced the largest number of permanent injuries. On the other hand, "stepping on or striking against objects" resulted in the largest number of temporary injuries, with about 20 percent of the total.

#### HIGHWAY CONSTRUCTION

Ninety-six firms, with 8,882 employees having an exposure of 12,669,019 hours, reported 989 disabling injuries. Of these, 11 were fatal and 1 resulted in permanent total disability. Forty-five more were permanent partial and 932 temporary total disabilities. Probably reflecting the effect of weather on construction operations, only 47 percent of the firms, with 63 percent of the total group employment, reported operations for 10 or more months. In terms of both number

of firms and number of employees, the highway construction group reflects the lowest degree of year-round operations, with heavy construction second, and building construction affected least.

No one outstanding type of fatal accident is apparent from the data. Of the 45 permanent partial injuries 19 were due to the "caught in between machinery" accident type; 8, "struck by moving objects" other than motor vehicles; and 6, "struck by falling objects." "Stepping on or striking against objects" accounted for 177 of the 932 temporary disabilities, and "struck by falling objects" for another 121.

TABLE 3.—*Injury Rates, by Type of Accident, for 404 Construction Companies, 1938*

Type of accident	Number of injuries resulting in—			Total injuries		Days lost because of—				Injury rates	
	Death and permanent total disability <sup>1</sup>	Permanent partial disability	Temporary total disability	Number	Percent	Death and permanent total disability	Permanent partial disability	Temporary total disability	Total	Frequency rate	Severity rate
All construction (404 firms, 28,497 employees, 41,766,073 employee-hours worked)											
All types.....	(3) 34	134	2,918	3,086	-----	204,000	171,700	54,678	430,378	73.89	10.30
Struck by falling objects.....	6	28	389	423	13.7	36,000	34,650	7,319	77,969	10.13	1.87
Struck by moving objects:											
Motor vehicles.....	1	1	62	64	2.1	6,000	4,000	1,697	11,697	1.53	.28
Other objects.....	1	20	207	228	7.4	6,000	25,300	3,747	35,047	5.46	.84
Falls on level surface.....	(1) 1	1	176	178	5.8	6,000	300	3,881	10,181	4.26	.24
Falls from an elevation.....	(1) 12	10	277	299	9.7	72,000	24,550	9,637	106,187	7.16	2.54
Caught in between—											
Machinery.....	2	36	104	142	4.6	12,000	46,950	2,810	61,760	3.40	1.48
Other objects.....	1	16	108	125	4.1	6,000	6,300	2,403	14,703	2.99	.35
Stepping on or striking against objects.....		5	528	533	17.3	-----	7,700	5,440	13,140	12.76	.31
Strains.....		5	405	410	13.3	-----	9,500	7,301	16,801	9.82	.40
All others.....	(1) 10	12	662	684	22.2	60,000	12,450	10,443	82,893	16.38	1.98
Building construction (254 firms, 12,440 employees, 17,053,668 employee-hours worked)											
All types.....	(2) 9	35	1,020	1,064	-----	54,000	42,950	19,740	116,690	62.39	6.84
Struck by falling objects.....		5	152	157	14.8	-----	2,800	2,801	5,601	9.21	.33
Struck by moving objects:											
Motor vehicles.....			7	7	.7	-----		186	186	.41	.01
Other objects.....		5	65	70	6.6	-----	5,300	1,139	6,439	4.10	.38
Falls on level surface.....	(1) 1		71	72	6.8	6,000	-----	1,900	7,900	4.22	.46
Falls from an elevation.....	(1) 8	5	138	151	14.2	48,000	14,150	4,375	66,525	8.85	3.90
Caught in between—											
Machinery.....		8	16	24	2.3	-----	6,600	334	6,934	1.41	.41
Other objects.....		3	30	33	3.1	-----	900	505	1,405	1.94	.08
Stepping on or striking against objects.....		4	160	164	15.4	-----	7,200	1,943	9,143	9.62	.54
Strains.....		2	159	161	15.1	-----	4,500	2,899	7,399	9.44	.43
All others.....		3	222	225	21.1	-----	1,500	3,658	5,158	13.19	.30

<sup>1</sup> Figures in parentheses show the number of cases of permanent total disability included.

TABLE 3.—*Injury Rates, by Type of Accident, for 404 Construction Companies, 1938—Continued*

Type of accident	Number of injuries resulting in—			Total injuries		Days lost because of—				Injury rates	
	Death and permanent total disability <sup>1</sup>	Permanent partial disability	Temporary total disability	Number	Per cent	Death and permanent total disability	Permanent partial disability	Temporary total disability	Total	Frequency rate	Severity rate
<b>Heavy and railroad construction (54 firms, 7,175 employees, 12,043,386 employee-hours worked)</b>											
All types.....	13	54	966	1,033	-----	78,000	73,200	19,213	170,413	85.77	14.15
Struck by falling objects.....	5	17	116	138	13.4	30,000	24,200	2,001	56,201	11.46	4.67
Struck by moving objects:											
Motor vehicles.....		1	23	24	2.3		4,000	601	4,601	1.99	.38
Other objects.....		7	54	61	5.9		9,100	1,615	10,715	5.07	.89
Falls on level surface.....		1	74	75	7.3		300	1,220	1,520	6.23	.13
Falls from an elevation.....	4	5	90	99	9.6	24,000	10,400	4,480	38,880	8.22	3.23
Caught in between—											
Machinery.....	1	9	41	51	4.9	6,000	13,500	1,309	20,809	4.23	1.73
Other objects.....	1	8	30	39	3.8	6,000	3,900	578	10,478	3.24	.87
Stepping on or striking against objects.....			191	191	18.5			1,667	1,667	15.86	.14
Strains.....		3	126	129	12.5		5,000	2,406	7,406	10.71	.61
All others.....	2	3	221	226	21.9	12,000	2,800	3,336	18,136	18.77	1.51
<b>Highway construction (96 firms, 8,882 employees, 12,669,019 employee-hours worked)</b>											
All types.....	(1) 12	45	932	989	-----	72,000	55,550	15,725	143,275	78.06	11.31
Struck by falling objects.....	1	6	121	128	12.9	6,000	7,650	2,517	16,167	10.10	1.28
Struck by moving objects:											
Motor vehicles.....	1		32	33	3.3	6,000		910	6,910	2.60	.55
Other objects.....	1	8	88	97	9.8	6,000	10,900	993	17,893	7.66	1.41
Falls on level surface.....			31	31	3.1			761	761	2.45	.06
Falls from an elevation.....			49	49	5.0			782	782	3.87	.06
Caught in between—											
Machinery.....	1	19	47	67	6.8	6,000	26,850	1,167	34,017	5.29	2.69
Other objects.....		5	48	53	5.4		1,500	1,320	2,820	4.18	.22
Stepping on or striking against objects.....		1	177	178	18.0		500	1,830	2,330	14.05	.18
Strains.....			120	120	12.1			1,996	1,996	9.47	.16
All others.....	(1) 8	6	219	233	23.6	48,000	8,150	3,449	59,599	18.39	4.70

### Relation of Size of Company to Frequency of Injuries

The question is often raised whether the size of an establishment had a direct bearing on its accident experience. Unfortunately it is not possible to answer this question definitely on the basis of the reported data. The labor force of a large firm may have been divided among a number of small projects. Nevertheless, it is often supposed that a larger firm can go more extensively into accident prevention because it is more able to bear the cost. Table 4 was developed to throw some light on this supposition. In it, instead of the usual classifications of "small," "medium sized" and "large," the data are classified by number of employees. The measure of comparison for these size groups is the frequency rate, i. e., the average number of disabling injuries per million hours worked.



In building construction the smallest-size group, 1 to 24 employees, contained the largest number of reporting firms, 145. This group also had the lowest frequency rate, 44. As far as the frequency rate is concerned, there is no notable variation among the other size groups, but the data suggest that the small and large firms fared better than those with average employment of 50 to 199. Also the 12 firms in the 200 to 399 size class had a lower frequency rate, 48, than the 2 firms in the 400 and over class, with a rate of 68.

In heavy and railroad construction, no relation is apparent between size of employment and size of frequency rate. High frequency rates were found in all size groups.

In highway construction, the smallest size group had the lowest rate, 61. The next four size groups are almost identical in frequency rates, with 73, 74, 75, and 76 for the successive groups. The one firm with 866 employees had a frequency rate of 115, but the experience of this firm cannot be taken as typical of this size group. If the two extremes are deleted, it appears that in highway construction no size group had any advantage over any other in frequency rates.

TABLE 4.—*Injury Experience of Construction Companies Classified by Number of Employees, 1938*

Item	Companies with classified number of employees						All companies
	1 to 24	25 to 49	50 to 99	100 to 199	200 to 399	400 and over	
<b>Building construction:</b>							
Number of firms.....	145	37	25	24	12	2	255
Number of employees.....	1,815	1,626	1,762	3,280	3,060	927	12,470
Total employee-hours worked.....thousands..	2,441	2,101	2,643	4,778	4,430	679	17,072
Total disabling injuries.....	107	145	198	365	213	46	1,074
Frequency rate for—							
Death and permanent total disability.....	1	0	1	( <sup>1</sup> )	1	0	1
Permanent partial disability.....	1	3	2	3	1	0	2
Temporary total disability.....	42	66	72	73	46	68	61
<b>Total <sup>2</sup>.....</b>	<b>44</b>	<b>69</b>	<b>75</b>	<b>76</b>	<b>48</b>	<b>68</b>	<b>63</b>
<b>Heavy and railroad construction:</b>							
Number of firms.....	8	13	10	18	4	5	58
Number of employees.....	101	442	654	2,649	1,122	4,295	9,263
Total employee-hours worked.....thousands..	110	562	778	3,852	2,076	8,531	15,909
Total disabling injuries.....	11	34	76	393	142	768	1,424
Frequency rate for—							
Death and permanent total disability.....	0	0	1	1	1	2	1
Permanent partial disability.....	9	4	3	3	13	3	4
Temporary total disability.....	91	57	94	98	55	85	84
<b>Total <sup>2</sup>.....</b>	<b>100</b>	<b>61</b>	<b>98</b>	<b>102</b>	<b>68</b>	<b>90</b>	<b>90</b>
<b>Highway construction:</b>							
Number of firms.....	15	20	29	26	8	1	99
Number of employees.....	190	761	1,978	3,340	2,111	866	9,246
Total employee-hours worked.....thousands..	262	1,097	2,869	4,834	3,373	907	13,342
Total disabling injuries.....	16	80	212	362	256	104	1,030
Frequency rate for—							
Death and permanent total disability.....	0	0	1	2	( <sup>1</sup> )	0	1
Permanent partial disability.....	15	2	5	2	4	4	3
Temporary total disability.....	46	71	69	71	72	110	73
<b>Total <sup>2</sup>.....</b>	<b>61</b>	<b>73</b>	<b>74</b>	<b>75</b>	<b>76</b>	<b>115</b>	<b>77</b>

<sup>1</sup> Less than 0.5.

<sup>2</sup> Totals are based on employee-hours rather than totals of rounded individual figures.

Another example of the lack of influence of size of company on frequency rates is furnished in table 5. Twenty-six companies ranging from small to large, are listed for each of the three types of construction. For each company are shown the average employment and total number of disabling injuries.

In building construction, companies C and E, with 17 and 23 employees respectively, had no disabling injuries. On the other hand, company A with only 9 employees had 5 disabling injuries, and company D, with 23 employees—the same as company E—had 7 such injuries. Similarly, company G, with 43 employees had 23 injuries, while company I, with 62 employees, had 13 injuries. Still more significant is the fact that company Z, with 516 employees, had only 14 injuries, while Y, with 387 employees, had 55 injuries. Omitted from the figures in this survey are those of a large manufacturing establishment building its own plant, and which had only 13 disabling injuries for a total of  $4\frac{1}{2}$  million hours worked. The data were omitted because the company is not engaged in competitive building, and because its experience may not be comparable with the experiences of building contractors. It does show, however, how effectively safety work can hold down the number of accidents resulting in injuries.

What has been said of building construction holds true for the other two types of construction. In heavy and railroad construction there is a tendency for larger numbers of disabling injuries than in building companies of the same size, probably reflecting greater hazard. Nevertheless, company Q, with 125 employees, had 46 injuries against only 6 for company R with 130 employees. And in highway construction, company Y, with 330 employees, had 4 disabling injuries against 52 for company Z with 349 employees.

A possible conclusion is that the size of the labor force has relatively little bearing on accident experience. The data given in this table, however, do not contain frequency rates, nor any measure of the length of the period of operation, nor the number of employees on individual projects. But the data do show that large companies, as a class, are not safer than small ones.

TABLE 5.—*Injury Experience of Selected Individual Companies in 3 Branches of Construction, 1938*

Company	Building		Heavy and railroad		Highway	
	Number of employees	Number of disabling injuries	Number of employees	Number of disabling injuries	Number of employees	Number of disabling injuries
Company A.....	9	5	9	0	6	0
Company B.....	14	4	17	2	13	3
Company C.....	17	0	29	0	25	0
Company D.....	23	7	29	5	33	6
Company E.....	23	0	30	6	41	0
Company F.....	30	10	36	0	48	13
Company G.....	43	23	49	0	53	20
Company H.....	43	0	49	8	53	1
Company I.....	62	13	55	0	64	18
Company J.....	65	1	57	7	71	1
Company K.....	71	0	65	20	82	23
Company L.....	73	26	67	0	83	1
Company M.....	84	5	76	5	100	0
Company N.....	87	0	79	18	100	23
Company O.....	92	13	119	2	116	1
Company P.....	100	0	120	17	122	19
Company Q.....	143	42	125	46	129	0
Company R.....	160	6	130	6	131	33
Company S.....	165	25	190	8	132	0
Company T.....	203	0	191	71	151	48
Company U.....	213	27	230	47	216	18
Company V.....	260	0	230	20	218	94
Company W.....	271	20	312	29	250	3
Company X.....	382	2	350	55	254	53
Company Y.....	387	55	600	113	330	4
Company Z.....	516	14	713	91	349	52

### *Causes and Prevention of Disabling Accidents*

As in the earlier study for 1936, reporting companies were asked to describe their more serious accidents. The following descriptions were taken from these reports. It will be seen from these accidents and the safety suggestions given with them, that the basic reasons for the accidents often were lack of proper supervision and inspection, lack of proper safety instructions, and at times the absence of elementary safety precautions. Most of the safety suggestions will be found in the Manual of Accident Prevention in Construction, published by the Associated General Contractors of America, Inc.

#### DESCRIPTION OF ACCIDENTS AND METHODS OF PREVENTION <sup>1</sup>

##### *Building Construction*

1. Man was working on top of stepladder putting on window trim. Ladder was resting on terrazzo floor. The ladder started to "crawl" and this caused

<sup>1</sup> Acknowledgment is made of the assistance furnished in the determination of proper safety measures by W. A. Snow, safety director, Associated General Contractors of America, and R. P. Blake, senior safety engineer, Division of Labor Standards, U. S. Department of Labor. The analysis was made from cards to which the descriptions of accidents had been transcribed, so as not to reveal the identity of reporting establishments.



worker to lose his balance. He fell, striking his head on a miter box and on floor, sustaining serious injuries.

*The feet of ladders should be secured against slipping or tilting. Ladders should not be used when arduous and strenuous action on the part of the workman is required. Ladders equipped with strong self-locking spreaders do not "crawl" easily.*

2. While man was cutting wood on power saw, sliver flew up and lodged in his eye, causing a practically total loss of sight in this eye.

*Saws in proper condition rarely throw slivers, but proper guards will stop nearly all those thrown. It is good practice also to wear goggles on all such work. Sawdust and slivers produce many eye injuries.*

3. While carrying runways for concrete work, man slipped off plank and fell, hitting head and back on runways, causing an injury to the neck which resulted in paralysis (permanent total disability).

*Runways should provide secure footing. When they are wet or slippery, the care required of workers should be more than that exercised ordinarily.*

4. Employee climbed down a wood column form instead of using ladder. When half way down to landing, he fell on reinforcing-steel dowels and punctured abdomen.

*Workers should be compelled to use ladders and not be permitted to climb on wood column forms. Often such chance-taking is due to inconveniently placed or unsafe ladders.*

5. Man was taking wheelbarrows off hoist at sixth floor. Another workman on second floor wanted the hoist cage and gave signal to engineer to let down cage, before man on sixth floor was off cage. The latter worker fell one floor before cage was stopped, and he was bruised and shaken up.

*Hoists should not be operated without proper signals. This accident could have been prevented if the engineer had not moved the hoist until he had received a signal that the man on the sixth floor was off the hoist. Hand signals are satisfactory if the engineer can always see the signal man. A mechanical bell at the engine, operated by pulling a wire, probably is preferable.*

6. Worker was struck on head by reinforcing rods falling from a wheelbarrow on hoist cage when a high wind tipped barrow. The resulting injury caused a time loss of 11 days.

*All cages hoisting material should be enclosed, usually by heavy wire screening.*

7. Employee slipped on wet mortar and landed on handle of a wheelbarrow. Two of his ribs were cracked.

*Mortar on floor should be cleaned up frequently, but men working around mortar should exercise great care to avoid slipping.*

8. Metal rail fell from scaffold above and struck man on back of head, resulting in fractured skull. The worker was in hospital for about 2 months and was disabled for 90 days.

*Scaffold platforms should be equipped with toeboards to prevent materials from falling off.*

9. Worker struck by falling rock after blasting. His ribs were broken and his back was permanently injured.

*In blasting, a sufficient warning should be sounded, and all persons should retreat to safe shelter before the blast is set off.*

10. Carpenter fell from scaffold which he had himself erected but did not nail securely enough. He was disabled for more than half a year and sustained permanent injury to arm.

*Scaffolds should be constructed safely, and should be built to take the maximum material load which may be placed on them, as well as the weight of the men. Scaffolds should be inspected frequently.*

11. Scaffold, about 10 feet high, collapsed, and worker fell and broke small bone in foot.

*Same as for 10.*

12. Wheelbarrow filled with concrete slid off scaffold and fell to floor below, injuring carpenter working beneath scaffold. His hip was fractured.

*All scaffolds should be provided with toeboards.*

13. Climbing from scaffold to truss, worker lost balance and fell 10 feet to concrete floor, fracturing left foot.

*Workers should be instructed to maintain secure hold when climbing, and not to let go of scaffold before having a secure hold on the truss.*

14. Employee, while descending ladder, caused it to slip accidentally. He fell from a height of 10 feet, causing a fracture of the first and second lumbar vertebra when he struck the concrete floor with his back. The injury caused 6 months' disability.

*The foot of the ladder should not be placed more than one-fourth its length away from the vertical plane of its support and should be secured to prevent all possibility of slipping. Ladders set up for more than occasional use should be secured at top and bottom.*

15. Employee was working in elevator shaft when struck by falling barricade made of 2- x 4-inch studding and plywood panels which had been dislodged by wind pressure. After this barricade struck employee, he fell 30 feet into pit. Medical examination showed he had a compound fracture of skull, with injury to hearing. He was released from the hospital with a permanently impaired mentality (permanent total disability).

*Barricades guarding opening to shafts should be of sound, substantial construction, sufficient to resist wind pressures.*

16. While section of shanty was being lifted from ground to low roof, a section caught on underside of roof and slipped down. A protruding nail lacerated worker's upper lip, causing serious facial disfigurement.

*All projecting nails should be carefully removed, hammered in, or bent over in a safe way.*

17. Employee, while stepping from one part of building to another, fell through skylight into air shaft. He fell four stories down air shaft to the ground, receiving a fractured skull, fractured vertebrae, and shock. Death occurred shortly after the fall.

*Open spaces, such as skylights and shafts, should be adequately guarded with rails.*

#### *Heavy and Railroad Construction*

1. Worker was trimming limbs off felled tree when axe glanced off dead limb and struck knee, which required 3 stitches.

*Dead limbs are often harder than live limbs. Injured should have stood on opposite side of tree from that which he was cutting.*

2. Worker strained arm in attempting to move jammed stone by hand.

*Crowbars should be used for work of this type. Hands should not be substituted for tools.*

3. Worker sprained back while lifting stone to place in wall. Was standing on side slope and slipped.

*Men should be instructed in proper and safe methods of lifting.*

4. Worker stepped on protruding nail in scrap lumber partially covered by snow. Lumber from stripped forms.

*All projecting nails in boards, planks, and timber should be carefully removed, hammered in, or bent over in a safe way.*

5. Worker was sitting on guardrail on top of dam and closing lid of grout machine by pulling on rope attached to lid. By sitting on the rail, he caused the rope to be pulled at an angle, which rubbed the side of the machine, causing the rope to break and the worker to fall backwards over fence, a distance of 24 feet, fracturing his spine.

*Employees should not be allowed to sit on guardrails. Chain and hand lever are preferable to rope for this type of operation.*

6. Worker slipped on wet float and struck knee on piece of timber lying on float. Rainy weather caused float timber to be slippery. The accident caused water on knee.

*Timber should be piled carefully so as not to confine working space. Good housekeeping is one of prime essentials in accident prevention.*

7. Worker used a piece of pipe to roll a log. The pipe slipped and the injured fell over the log, suffering severe contusions of the chest.

*This is an illustration of the use of improper tools. This operation should be performed with timber hooks and crowbars, and not with a piece of pipe.*

8. An employee, in attempting to break his fall after slipping in mud, put his hand against a gas pump in operation and caught a finger in the rocker arm of the pump, causing compound fracture to the finger.

*Pump platforms should not be permitted to be in muddy condition, and adequate walkways should be provided.*

9. Worker attempted to erect a light pole by chaining the pole to the body of a dump truck and then raising hoist. The chain slipped, and pole fell, injuring instep of man guiding pole. A crane was available if required.

*Pike hooks should have been used for this operation, and probably the available crane as well.*

10. Worker was driving a pin from sheathing extractor with a crowbar. The bar caught in pinhole and sprang, and lacerated the worker's face.

*Worker should have used sledge hammer and drift pin. An illustration of the use of improper tools.*

11. A piece of broken concrete rolled from pile of material being loaded onto truck, striking worker on shin, causing a bruised shin bone which necessitated an operation.

*Materials should be piled carefully so as to avoid rolling or sliding.*

12. Man walked on scaffold bracing, lost his balance, and fell 10 feet to concrete floor, being killed instantly.

*Walking on scaffold bracing should not be permitted.*



13. Worker was walking by overhanging embankment left by a recent flood when a portion of dirt fell from the top and killed him.

*The unsafe area should have been roped off, and workers should not have been permitted to walk in it.*

14. Worker was shoveling fine sand into the hopper of a recovery tunnel. He undercut the bank and was suffocated before a rescue could be effected.

*Supervisors should never permit banks to be undercut.*

15. One shaft bucket became entangled with another and raised it 300 feet in shaft. The second bucket fell, killing one man and seriously fracturing the leg of another.

*Bucket-hoisting rigs should always be designed and installed to avoid interference of bucket.*

16. Methane gas explosion in tunnel caused 8 disabling and 5 nondisabling injuries of 19 men involved.

*Tunnels should be tested for hazardous gases when such gases are likely to be found, and the necessary precautions should be taken to remove them.*

17. An employee was crushed when struck across his back by wooden piling which fell from leads of pile driver. A fellow employee had failed to fasten the piling in the leads securely.

*Piling in leads should be securely fastened and inspected. Leads should be maintained in the best of condition.*

18. The gear on a hand-operated iron winch slipped out of mesh, dropping one side of a scaffold. Two men fell 60 feet. One was killed and the other seriously injured. A third worker held on, but was struck in the back by the scaffold.

*The gear on the iron winch obviously was defective. Equipment of this nature should be thoroughly inspected before using, and should not be used unless in good mechanical condition.*

19. A carpenter, building forms on a scaffold, missed his footing and fell approximately 26 feet to concrete footer below, sustaining fatal injuries.

*Scaffolds should be provided with guardrails.*

20. A 75-ton revolving crane had jumped the track. It was being put back on the track by chaining down boom to cross tie, taking strain on boom, and raising crane wheel in air in order to be placed on rail. A worker saw some dirt on rail as the wheel was being lowered and attempted to brush it off with gloved hand. The hand was caught between crane wheel and rail, causing severe lacerations to right hand and thumb, and resulting in 30 days' lost time.

*Workers should be instructed never to place hands, feet, or any other part of body under moving or suspended loads. All but well-trained men should be kept clear in such operations as this.*

21. A fireman left his cab without notifying engineer or foreman. The crane revolved and pinned the fireman between cab and sheet piles, fatally crushing him.

*Before operating crane, the operator should make sure that no one is in path of the crane.*

22. Employee, working in quarry, had his leg so mashed by rock falling from bank, that it had to be amputated.

*Loose rock should be removed from banks where men are working. Systematic inspection and sealing of banks will prevent such accidents.*

23. Worker was hoisting some 2- x 10- x 10-inch boards from a tunnel shaft. Boards were tied with rope which slipped, releasing the boards which fell to the bottom of shaft. One of the boards fell back into tunnel after hitting bottom, striking the worker on back, inflicting injury of undetermined severity.

*Care should be taken before hoisting material that it is securely attached. The load should be lifted off the ground to test fastening, but further lifting should not take place until men below are in the clear.*

24. Worker stepped on loose steel on scaffold, and slipped and fell about 2 feet, breaking his ankle and causing 80 days' lost time.

*An illustration of poor housekeeping. The scaffold should be kept clear of loose materials and tools.*

#### Highway Construction

1. While tunneling under a road, a worker was caught in a cave-in, losing one ear, and sustaining a jaw fracture and injuries to head, shoulder, and internal organs.

*Tunnels should be shored properly.*

2. During the unloading and moving of steel piling, a sheet of piling suspended from shovel boom twisted and swung, knocking employee against stock pile, with resultant laceration and severe bruises to hip and side.

*Guide ropes should be used in this operation to guide suspended materials and control their movements.*

3. Worker was tying chain onto truck to pull it off gravel pile, when the truck backed into him.

*Driver should not back unless he has clear view behind, or has someone to tell him whether or not back is clear.*

4. A painter and his helper fell from a scaffold when a sudden gust of wind blew it down. The painter was bruised, and helper's arm broken.

*Scaffolds should be securely attached to structure they are serving.*

5. An employee, while working around the crusher, had his arm caught in the sprocket chain and pulled through cog wheel between chain and wheel. The arm had to be amputated at the elbow.

*Moving parts of machinery should be guarded, and, in this type of machine, particularly at point where sprocket goes over wheel.*

6. Rock fell from dipper of shovel and hit man in right heel as he was rushing away. This caused an injury with probable incapacity of 6 months.

*Shovel operator should not move dipper over area in which workers are present, and workers should keep clear of working area of dipper.*

7. A worker rode a gravel conveyor to the top of a bin. His clothing caught in the drive chain, pulling him into the driving mechanism and injuring his leg so that it had to be amputated.

*Men should not be permitted to ride gravel conveyors or similar machinery.*

8. During the placing of sheet piling around cribbing timbers to protect new excavation, the bank caved in suddenly. One man was killed and three injured.

*Excavations should be shored properly.*

9. Skip of concrete mixer came in contact with high-tension wires. An employee, taking a drink from drinking fount which was on mixer, received electric shock which came through mixer from high-tension wires, and was electrocuted.

*Equipment should not be used near high-tension wires where danger of contact exists.*

10. A truck driver was killed when his machine slipped off the highway because of excessive speed.

*This was a case of reckless driving. Drivers should be cautioned and instructed to stay within limits suited to road and weather conditions.*

11. An employee was taking apart a water pump so as to move it. In loading some heavy pipe, he caught his finger between the pipe and bed of truck, crushing 1 finger which had to be amputated.

*Improper handling of materials. It is probable that use of blocks on which to load pipe would have prevented this injury.*

12. Tank on which worker was welding exploded, because of presence of fumes from a cut-back road oil which the tank had contained, causing fatal injuries.

*Before applying heat to tank, care should have been taken to make sure that it contained no explosive material. One of the most commonly adopted means of treating a tank prior to making repairs is to pass live steam into the tank for several hours before attempting repairs.*

13. While digging foundation for cribbing, a bank caved in, covering a worker up to hips and causing compound fracture of both legs, with resultant 9 months of disability.

*Banks should be shored properly.*

14. A worker reached through a drive belt with his foot to open a valve. His foot caught in the belt, and several bones were broken.

*Belts should be guarded. Control valves or other control devices should be made safely accessible.*



# Labor Laws and Court Decisions

---

## FEDERAL LABOR LEGISLATION, 1939

THE first session of the Seventy-sixth Congress of the United States, which convened on January 3, 1939, and adjourned August 5, 1939, enacted legislation in several fields of interest to labor. These included a number of amendments to the Social Security Act and the Railroad Unemployment Insurance Act. Strenuous efforts were made to amend both the Fair Labor Standards Act and the National Labor Relations Act, but with the exception of an amendment excluding certain employees of telephone exchanges from coverage under the former act, no important amendments were adopted. Extensive hearings on the amendatory legislation, however, were held in both branches of the Congress. During the closing days of the session, the House authorized the creation of a special committee to investigate the National Labor Relations Board. The present article summarizes the principal provisions of the acts passed by the Congress in 1939 which are of general or special interest to labor.

### *General Legislation*

*Social security.*—The principal changes related to the tax features of the Federal Social Security Act, the liberalization of the old-age insurance system, and the extension of Federal-State programs of social security (Public Act No. 379).

By the enactment of the amendments, monthly old-age insurance benefits become payable in 1940 to qualified workers of 65 or over, instead of 1942. The coverage of the Federal old-age insurance system has been extended to nearly a million persons not under the original law. Among the new groups covered are employees of national banks, State banks which are members of the Federal Reserve System, employees of building and loan associations, and crews of American ships. Thousands of other workers now 65 or over who could not qualify under the old law, or at most could have received only a lump-sum payment, may now qualify for monthly benefits. This applies even to those who have already received a lump-sum payment. The amendatory legislation also provides benefits for wives and children, and widows and orphans of insured workers, or in some cases, their dependent fathers and mothers.

Financial aid for public health, maternal and child welfare, crippled children, and vocational education was increased, and the maximum amount of old-age and blind assistance for which a State may obtain 50 percent financial aid from the Federal Government was increased from \$30 to \$40 a month. In addition, the amendments increased the Federal grant to States for aid to dependent children from one-third to one-half.

Changes were also made in the tax provisions of the act. The old-age insurance tax on workers and employers will be continued at the rate of 1 percent for the calendar years 1940, 1941, and 1942. Under the original law, the rate for these years was 1½ percent. The amended act also provides that only the first \$3,000 of an employee's annual wages will be taxed under the unemployment-compensation provisions. Relief is allowed employers who delayed the payment of their 1936, 1937, and 1938 unemployment-compensation contributions, and could not qualify for Federal credit for these years. Another amendment (Public Act No. 36) authorized appropriations for the administration of State unemployment-compensation laws by an increase to \$80,000,000 for each fiscal year.

*Railroads.*—The Railroad Unemployment Insurance Act was amended by Public Act No. 141. The waiting time was changed by requiring a single waiting period of 15 days, in which there are 8 or more days of unemployment, and the special provisions applicable to part-time workers were repealed placing all employees on the same basis. The amendment also liberalized the provisions of the law relating to disqualification for benefits, and provided that benefits, accrued but not paid at death, may be paid to the same person to whom death benefits are paid under the Railroad Retirement Act.

The Federal Employers' Liability Act was amended (Public Act No. 382) so as to provide that any employee of a common carrier any part of whose duties are in furtherance of interstate or foreign commerce, or which directly or closely and substantially affect such commerce, shall be considered as being employed by the carrier and entitled to the benefits of the Liability Act. The amendment also provides that an employee shall not be held to have assumed the risks of his employment where injury or death resulted in whole or in part from the negligence of any of the officers, agents, or employees of the carrier.

*Maritime workers.*—By Public Act No. 99, a seaman is permitted to make allotments of his wages for deposits in a savings bank or a United States postal-savings depository. An act (Public Act No. 188) was passed to make effective the provisions of the Officers' Competency Certificates Convention, 1936, as ratified September 1, 1938, concerning the minimum requirement of professional capacity for masters

and officers on board merchant vessels. Another act (Public Act No. 16) exempts all vessels of the United States of less than 200 tons gross registered tonnage from the provisions of the convention of 1936 as ratified.

*Wages and hours.*—Several amendments to the Fair Labor Standards Act of 1938 were introduced in the House. The only change in the law approved by the 76th Congress was the exemption of switchboard operators employed in public telephone exchanges having less than 500 stations (Public Act No. 344).

*Housing.*—The National Housing Act was amended by Public Act No. 111. The authority of the Administrator to insure loans made under title I of the act for repairs and for the construction of new buildings was extended from July 1, 1939, to July 1, 1941. Such loans are now restricted to \$2,500, and the term of modernization loans is limited to 3 years and 32 days. Title II of the act, which deals with insurance of mortgages, was amended to authorize the amount of insurance obligations outstanding to be increased to \$4,000,000,000, subject to the approval of the President. In addition, the amendment indefinitely extends the Administrator's authority to insure mortgages having a maximum maturity of 25 years on small, newly constructed, owner-occupied homes. The rental-housing insurance provisions of the act were also amended and provide that no mortgage may exceed the estimated cost of the structures. The interest rate may not exceed 4½ percent. A new provision has been added requiring the principal contractor to certify that the laborers and mechanics employed in the construction were paid not less than the prevailing scale of wages as determined by the Secretary of Labor.

In accordance with these amendments, the Federal Housing Administrator has recently issued regulations reducing the interest rate on large-scale housing projects insured after August 1 to 4 percent, and on loans on small home mortgages insured under title II to 4½ percent. He also announced the adoption of a simplified long-term plan to finance the construction of small homes costing not in excess of \$2,500 under title I. Home builders under the new regulations may have as long as 15 years to pay off such loans. Families with incomes ranging from \$900 to \$1,500 annually are in a position to take advantage of the new plan. For example, on a home valued at \$2,000, monthly payments, not including taxes and fire insurance, would be less than \$17 or approximately \$4 a week.

By the provisions of Public Act No. 385, the Director of the Census is required to take a census of housing in 1940 in conjunction with the 16th decennial census. For the purpose of carrying out the provisions of this act, \$8,000,000 was appropriated.



*Work relief.*—A number of legislative measures on relief were adopted by the 76th Congress. On February 4, 1939, a Relief Deficiency Act providing for an appropriation of \$725,000,000 was enacted (Public Res. 1) and in April 1939, an additional \$100,000,000 was appropriated to take care of relief until July 1, 1939 (Public Res. 10). On June 30, 1939, the Emergency Relief Appropriation Act of 1939 was approved (Public Res. 24).<sup>1</sup> This resolution provided for work relief to be administered by the Work Projects Administration under the supervision of a Commissioner of Work Projects. The Commissioner is required to fix a monthly earning schedule and, after August 31, 1939, this schedule must not vary for workers of the same type in different geographical areas to any greater extent than may be justified by differences in the cost of living. Relief employees must work at least 130 hours a month, and after August 31, 1939, all persons except veterans who have been employed on WPA projects continuously for 18 months, are to be dropped automatically but will be eligible for reemployment in 30 days.

*Investigations.*—The Senate (S. Res. 126) voted a grant of \$50,000 to continue the La Follette Civil Liberties Committee. This money will be spent in an investigation of West Coast labor conditions and brings the total appropriation for the use of this committee to \$200,000. The House continued the work of the so-called Dies Committee investigating un-American activities (H. Res. 26). By another resolution (H. Res. 81) an appropriation of \$100,000 was provided to carry on the work of the committee.

Under the provisions of House Resolution No. 258, a committee was authorized to be established to investigate the National Labor Relations Board. The sum of \$50,000 was appropriated for this investigation and five members of the House have been appointed to carry on this work.

The resolution establishing the Temporary National Economic Committee was further amended by Public Res. 12, increasing the original appropriation of \$500,000 to \$1,100,000. Of the total amount thus appropriated, \$220,000 is available for expenses of the committee and \$880,000 for the use of departments and agencies represented on the committee.

### *Legislation Applicable to Federal Employees*

*Retirement.*—By an amendment (Public Act No. 263, effective January 1, 1940), postmasters classified under the civil-service law were made subject to the Civil Service Retirement Act. Legislative and judicial employees were granted an additional 6 months in which to exercise the option of coming within the terms of the law. The

<sup>1</sup> For summary of the provisions of this act, see Monthly Labor Review, August 1939, p. 374.

measure also liberalized the retirement act by providing that the Government's portion of the annuity shall be not less than an employee's purchasable annuity. The act also permits certain employees to elect a reduced annuity carrying with it a continuing benefit to a designated beneficiary. Under the original act, whenever an employee was retired on account of disability and later recovered, he was entitled to be retained on the retirement rolls for a period of 90 days to give him an opportunity to secure employment. The amendatory legislation increases this period to 1 year. The amended act also waives the time limit of 6 months, as provided in the present law, for making application for retirement benefits for mentally incompetent employees, who will be given 1 year after restoration to competency or the appointment of a fiduciary, whichever is earlier. In addition to the compulsory contribution of  $3\frac{1}{2}$  percent of their salaries, employees may deposit additional sums in multiples of \$25 but not to exceed 10 percent of their salaries for services rendered since August 1, 1920, for the purpose of purchasing an additional annuity.

*Taxation of Government employees.*—By the provisions of the so-called Reciprocal Tax Act (Public Act No. 32) the Federal Government has been authorized to tax the salaries of State employees, and likewise the State may tax the salaries of Federal employees.

*Postal employees.*—Several acts were passed relating to pneumatic-tube-system employees in the Postal Service. Public Act No. 73 provides time credit for substitutes, and Public Act No. 74 authorizes a differential in pay for night work. Another act (Public Act No. 75) extends the provisions of the 40-hour law to these employees. By the provisions of Public Act No. 79 the hours of labor are limited to 8 a day, and the hours of service may not extend over a longer period than 10 consecutive hours. Public Act No. 78 was also passed granting to all postal employees credit for Saturday in the annual and sick leave law, thereby conforming to the 5-day-week, 40-hour law. By the provisions of Public Act No. 350, railway-mail clerks will hereafter be granted the benefit of a holiday on Armistice Day.

*Workmen's compensation.*—The benefits of the United States Employees' Compensation Act were extended to members of the Officers' Reserve Corps and of the Enlisted Reserve Corps of the Army who are physically injured in line of duty while performing active duty or engaged in authorized training (Public Act No. 179).

*Miscellaneous.*—Other legislation of interest included amendments (Public Acts Nos. 320, 323) to the retirement act for employees of the Alaska Railroad and the Government Reorganization Act (Public Act No. 19).<sup>2</sup>

<sup>2</sup> See Monthly Labor Review, August 1939, pp. 378-382.

## COURT DECISIONS OF INTEREST TO LABOR

*Oregon Antipicketing Law Held Valid*

THE Oregon Circuit Court for Multnomah County (a 3-judge court) recently upheld the validity of the so-called Antipicketing Act of 1939. This act makes it unlawful to picket an employer's business and to boycott directly or indirectly any employer, in the absence of a labor dispute as defined in the law.

The ruling of the court was based on the ground that the statute regulates but does not prohibit picketing and boycotting. It was pointed out that picketing in furtherance of a strike called as a result of a labor dispute between an employer and the majority of his employees, directly pertaining to wages, hours, or working conditions of the employees involved in the controversy, is permitted. The court further overruled the contentions that the statute conflicted with the National Labor Relations Act and the Norris-LaGuardia Act, and impaired the freedom of speech, press, and assembly. (*American Federation of Labor v. Bain.*)

*Peaceful Picketing Banned When Unlawful Acts Committed*

The New York Court of Appeals recently held that peaceful picketing may be enjoined, notwithstanding the New York Anti-Injunction Act, in a case in which the evidence showed that the strikers, in the course of picketing, had been guilty of unlawful conduct. The court found that unlawful and dangerous acts of pickets were deliberately inspired by the unions and approved by them, pursuant to a deliberately prepared illegal plan. In sustaining the issuance of an injunction, the court referred to a decision rendered prior to the enactment of the Anti-Injunction Act, which held that a trial court had jurisdiction to enjoin all picketing where it appeared that a union had failed in its responsibility to the public, and any picketing in the future would result in the same kind of disorderly conduct and unlawful acts. The court declared that the anti-injunction statute did not deprive the court of its power to issue such an injunction under certain circumstances, and that the statute was never intended to deprive courts of jurisdiction to enjoin dangerous and illegal acts which constitute disorderly conduct and breach of the peace. (*Busch Jewelry Co. v. United Retail Employees' Union, Local 830.*)

*Inhalation of Stone Dust Held Personal Injury*

The accumulation of granite dust in the lungs of a stonecutter during the course of his employment was held by the Supreme Judicial Court of Massachusetts to constitute a personal injury, under the State Workmen's Compensation Act, when causing incapacity to work.



The employee had worked as a stonecutter for a number of years until May 1934; during that period he was exposed to considerable granite dust. The industrial accident board found that the employee sustained an injury on May 7, 1934, arising out of and in the course of his employment, which resulted from the inhalation of stone dust and finally caused his total disability on January 1, 1937, and that thereafter he was unable to perform any work.

In upholding the award of the industrial accident board, the court pointed out that the employee's condition "resulted not from a single incident but from years of work performed under conditions that were open and obvious and known to the employer." The court further observed that his total incapacity was directly traceable to the condition of his lungs caused by his employment as a stonecutter, and that his work after leaving the company was not a new, independent, or intervening cause. (*Gustafson's Case*, 21 N. E. (2d) 961.)

### *Picketing of Nonunion Store to Obtain Holiday*

Where the employees of a store are not members of a union and do not desire a half holiday, the union does not have the right to picket the store in order to compel it to close on Wednesday afternoons, according to a recent decision of the Massachusetts Supreme Judicial Court. The union desired the store to close in order to make it easier to maintain a half holiday in the competing stores in which union members were employed.

The court declared that the picketing was unlawful under the common law of Massachusetts, and that "the indirect benefit to the union of making it easier to maintain the Wednesday half holiday in competing stores where its members were employed did not justify the intentional inflicting of harm upon the plaintiff, who employed no members of the union, and whose employees were satisfied with the conditions under which they worked." The court also held that the common-law rule has not been changed by the State Peaceful Persuasion Act, the State Anti-Injunction Act, or the State Labor Relations Act. (*Quinton's Market, Inc. v. Patterson*, 21 N. E. (2d) 546.)

# Industrial Disputes

## TREND OF STRIKES

THE estimated number of strikes in July (210) was about the same as in each of the 3 preceding months. The number of workers involved in strikes beginning in July, while much smaller than in April, was much greater than in either May or June. The estimated amount of idleness because of strikes in July was considerably less than in April and May when the bituminous-coal stoppage was in effect, but more than in June by about 8 percent. The large number of workers involved in July was accounted for principally by the widespread stoppage on WPA projects in protest against provisions of the relief appropriations bill passed by Congress for the fiscal year 1939-40.

*Trend of Strikes, 1933 to July 1939<sup>1</sup>*

Year and month	Number of strikes					Workers involved in strikes		Man-days idle during month or year
	Continued from preceding month	Beginning in month or year	In-progress during month	Ended in month	In-effect at end of month	Beginning in month or year	In progress during month	
1933.....		1,695				1,168,272		16,872,128
1934.....		1,856				1,466,695		19,591,949
1935.....		2,014				1,117,213		15,456,337
1936.....		2,172				788,648		13,901,956
1937.....		4,740				1,860,621		28,424,857
1938.....		2,772				688,376		9,148,273
<i>1938</i>								
January.....	120	168	288	159	129	35,329	55,850	473,289
February.....	129	198	327	180	147	53,175	77,486	514,111
March.....	147	274	421	246	175	56,759	105,962	767,856
April.....	175	281	456	261	195	78,666	110,950	838,158
May.....	195	300	495	290	205	83,029	124,682	1,174,052
June.....	205	219	424	245	179	52,801	95,854	871,002
July.....	179	208	387	215	172	50,193	85,672	776,237
August.....	172	262	434	272	162	48,378	81,052	830,987
September.....	162	222	394	234	150	96,399	133,357	989,916
October.....	150	256	406	241	165	52,703	113,074	842,202
November.....	165	207	372	239	133	43,128	75,445	557,903
December.....	133	177	310	190	120	37,816	62,160	512,560
<i>1939</i>								
January.....	120	172	292	167	125	48,931	70,199	512,044
February.....	125	180	305	185	120	67,181	86,474	539,576
March.....	120	192	312	179	133	41,242	61,671	591,382
April.....	133	209	342	204	138	390,156	417,870	4,860,958
May.....	138	207	345	217	128	91,495	450,092	3,472,942
June.....	128	210	338	203	135	50,000	110,000	925,000
July <sup>1</sup> .....	135	210	345	210	135	165,000	200,000	1,000,000

<sup>1</sup> Strikes involving fewer than 6 workers or lasting less than 1 day are not included in this table nor in the following tables. Notices or leads regarding strikes are obtained by the Bureau from more than 650 daily papers, labor papers, and trade journals, as well as from all Government labor boards. Letters are written to representatives of parties in the disputes asking for detailed and authentic information. Since answers to some of these letters have not yet been received, the figures given for the late months are not final. This is particularly true with regard to figures for the last 2 months, and these should be considered as preliminary estimates.

Strike activity in July 1939, compared with July a year ago, shows no substantial change in number of strikes, but more than three times as many workers involved and an increase of about 30 percent in man-days idle.

The figures given for June and July, in the accompanying table, are preliminary estimates, based on newspaper reports and other information available as this goes to press. An analysis of strikes in each of these months, based on detailed and verified information, will appear in subsequent issues of the Monthly Labor Review.



### STRIKES IN MAY 1939<sup>1</sup>

THE number of strikes beginning in May was about the same as in April but greater than in the earlier months of 1939. The number of workers involved in all strikes in progress during May was greater than in April, caused principally by the continuation and extension of the stoppage in the bituminous-coal industry which began April 1, and included approximately 330,000 miners by May 5 when it became almost industry-wide. (See p. 691.) This general stoppage, which accounted for more than 4 million man-days of idleness in April, continued until May 12 and accounted for more than 2½ million of the 3,473,000 man-days idle because of strikes in May.

Detailed information has been obtained on 207 strikes, involving over 91,000 workers, which began in May. These strikes, with 138 that continued into May from preceding months, made a total of 345 strikes in progress during all or a part of May. More than 450,000 workers were involved.

Of the 207 strikes beginning in May, 31 were in the building and construction industry, 29 were in retail and wholesale trade, 19 were in textiles, 16 in lumber and allied products, and 15 in the domestic and personal service industries. The strikes in these five industry groups accounted for 53 percent of the total. There were more workers involved (26,000) in strikes beginning in May in the manufacture of transportation equipment than in any other group. More than half of these workers were in the strike at the Briggs Manufacturing Co. at Detroit, Mich., which began May 22 and continued until June 7. There were 18,000 workers involved in mining strikes, 8,500 in machinery manufacturing, 5,700 in transportation, and 5,400 in building and construction. More than 2½ million man-days of idleness occurred in the bituminous-coal mining industry where the general stoppage continued until May 12, and the dispute affecting mines in Harlan County, Kentucky, was still in progress at the end

<sup>1</sup> Information on a few strikes has not yet been received. (See footnote to preceding table.) Data for missing strikes will be included in the annual report.



of the month. There were nearly 133,000 man-days idle in the transportation-equipment manufacturing industries, 115,000 in transportation, and 63,000 in the textile industries.

TABLE 1.—*Strikes in May 1939, by Industry*

Industry	Beginning in May		In progress during May		Man-days idle during May
	Number	Workers involved	Number	Workers involved	
<b>All industries</b>	<b>207</b>	<b>91,495</b>	<b>345</b>	<b>450,092</b>	<b>3,472,942</b>
<b>Iron and steel and their products, not including machinery</b>	<b>10</b>	<b>659</b>	<b>13</b>	<b>1,390</b>	<b>19,436</b>
Blast furnaces, steel works, and rolling mills			1	694	12,492
Forgings, iron and steel	1	102	1	102	392
Plumbers' supplies and fixtures	1	63	1	63	1,008
Stoves	1	55	1	55	165
Structural and ornamental metal work	1	75	2	103	1,103
Tin cans and other tinware	2	142	2	142	1,446
Wire and wire products	2	79	3	88	920
Other	2	143	2	143	1,910
<b>Machinery, not including transportation equipment</b>	<b>5</b>	<b>8,569</b>	<b>10</b>	<b>10,088</b>	<b>55,349</b>
Electrical machinery, apparatus, and supplies	1	540	1	540	7,720
Engines, turbines, tractors, and water wheels	1	7,684	1	7,684	27,435
Foundry and machine-shop products	2	275	4	652	5,530
Other	1	70	4	1,212	14,664
<b>Transportation equipment</b>	<b>7</b>	<b>25,999</b>	<b>8</b>	<b>26,764</b>	<b>132,611</b>
Aircraft			1	765	16,830
Automobiles, bodes and parts	6	25,462	6	25,462	113,096
Shipbuilding	1	537	1	537	2,685
<b>Nonferrous metals and their products</b>	<b>2</b>	<b>63</b>	<b>4</b>	<b>141</b>	<b>2,437</b>
Jewelry			1	18	396
Lighting equipment	1	47	2	107	2,025
Other	1	16	1	16	16
<b>Lumber and allied products</b>	<b>16</b>	<b>2,477</b>	<b>28</b>	<b>4,724</b>	<b>58,115</b>
Furniture	4	401	6	721	11,021
Millwork and planing	3	276	7	1,471	24,810
Sawmills and logging camps	2	1,448	4	1,588	13,892
Other	7	352	11	944	8,392
<b>Stone, clay, and glass products</b>	<b>6</b>	<b>2,009</b>	<b>9</b>	<b>2,120</b>	<b>12,309</b>
Brick, tile, and terra cotta	4	411	7	522	3,944
Marble, granite, slate, and other products	1	1,000	1	1,000	5,375
Pottery	1	598	1	598	2,990
<b>Textiles and their products</b>	<b>19</b>	<b>1,772</b>	<b>51</b>	<b>6,073</b>	<b>63,315</b>
Fabrics:					
Cotton goods	1	584	3	1,684	16,984
Dyeing and finishing textiles	2	219	3	243	1,699
Silk and rayon goods	1	57	2	105	561
Other	1	168	2	224	4,480
Wearing apparel:					
Clothing, men's	1	27	5	179	1,442
Clothing, women's	11	670	30	2,702	19,358
Hosiery			1	225	4,950
Knitgoods	2	47	3	88	342
Other			2	623	13,499
<b>Leather and its manufactures</b>	<b>1</b>	<b>139</b>	<b>6</b>	<b>2,544</b>	<b>12,565</b>
Boots and shoes			2	2,160	5,320
Leather	1	139	3	372	6,933
Other leather goods			1	12	312
<b>Food and kindred products</b>	<b>13</b>	<b>938</b>	<b>21</b>	<b>2,907</b>	<b>14,711</b>
Baking	1	62	3	221	2,501
Beverages	1	9	4	461	1,308
Canning and preserving	5	300	7	908	7,797
Confectionery			1	50	750
Ice cream	1	11	1	11	121
Slaughtering and meat packing	2	168	2	168	818
Other	3	388	3	388	1,416
<b>Paper and printing</b>	<b>2</b>	<b>700</b>	<b>8</b>	<b>930</b>	<b>18,690</b>
Boxes, paper	1	679	2	794	16,789
Printing and publishing:					
Newspapers and periodicals	1	21	2	69	1,182
Other			4	67	719

TABLE 1.—*Strikes in May 1939, by Industry—Continued*

Industry	Beginning in May		In progress during May		Man-days idle during May
	Number	Workers involved	Number	Workers involved	
<b>Chemicals and allied products</b> .....	<b>4</b>	<b>585</b>	<b>9</b>	<b>1,908</b>	<b>23,391</b>
Chemicals.....			1	18	468
Cottonseed oil, cake, and meal.....			1	14	203
Druggists' preparations.....	1	30	1	30	60
Petroleum refining.....	1	230	2	1,030	7,110
Rayon and allied products.....			1	206	5,356
Soap.....			1	185	4,070
Other.....	2	325	2	325	6,124
<b>Rubber products</b> .....	<b>3</b>	<b>3,183</b>	<b>4</b>	<b>3,258</b>	<b>9,727</b>
Rubber tires and inner tubes.....	2	3,093	3	3,168	8,377
Other rubber goods.....	1	90	1	90	1,350
<b>Miscellaneous manufacturing</b> .....	<b>6</b>	<b>149</b>	<b>14</b>	<b>938</b>	<b>10,830</b>
Broom and brush.....			1	33	108
Other.....	6	149	13	905	10,722
<b>Extraction of minerals</b> .....	<b>7</b>	<b>18,291</b>	<b>9</b>	<b>349,216</b>	<b>2,759,322</b>
Coal mining, anthracite.....	2	1,380	3	2,305	4,110
Coal mining, bituminous.....	3	15,736	4	345,736	2,752,612
Quarrying and non-metallic mining.....	2	1,175	2	1,175	2,600
<b>Transportation and communication</b> .....	<b>10</b>	<b>5,684</b>	<b>20</b>	<b>13,203</b>	<b>114,660</b>
Water transportation.....	5	4,652	9	11,511	99,580
Motortruck transportation.....	4	132	7	620	2,410
Taxis and miscellaneous.....	1	900	2	964	12,298
Electric-railroad transportation.....			1	6	156
Air transportation.....			1	102	306
<b>Trade</b> .....	<b>29</b>	<b>3,567</b>	<b>45</b>	<b>4,969</b>	<b>42,694</b>
Wholesale.....	5	505	6	529	3,364
Retail.....	24	3,062	39	4,470	39,332
<b>Domestic and personal service</b> .....	<b>15</b>	<b>378</b>	<b>20</b>	<b>803</b>	<b>11,957</b>
Hotels, restaurants, and boarding houses.....	5	63	6	75	752
Laundries.....	6	123	8	513	9,075
Dyeing, cleaning, and pressing.....	3	178	3	178	1,804
Elevator and maintenance workers (when not attached to specific industry).....			1	7	182
Other.....	1	14	2	30	144
<b>Professional service</b> .....	<b>7</b>	<b>1,024</b>	<b>8</b>	<b>1,314</b>	<b>4,783</b>
Recreation and amusement.....	5	395	5	395	1,106
Professional.....			1	290	290
Semiprofessional, attendants, and helpers.....	2	629	2	629	3,387
<b>Building and construction</b> .....	<b>31</b>	<b>5,400</b>	<b>43</b>	<b>7,603</b>	<b>52,883</b>
Buildings, exclusive of P. W. A.....	21	3,115	28	5,118	37,315
All other construction (bridges, docks, etc., and P. W. A. buildings).....	10	2,285	15	2,485	15,568
<b>Agriculture, and fishing</b> .....	<b>4</b>	<b>2,802</b>	<b>4</b>	<b>2,802</b>	<b>35,982</b>
Agriculture.....	3	1,302	3	1,302	10,182
Fishing.....	1	1,500	1	1,500	25,800
<b>W P A, relief, and Resettlement projects</b> .....	<b>6</b>	<b>6,720</b>	<b>6</b>	<b>6,720</b>	<b>15,965</b>
Other nonmanufacturing industries.....	4	387	5	447	1,175

There were 54 new strikes in New York in May—more than in any three other States. There were 22 in Pennsylvania, 14 in Illinois, 13 each in New Jersey and Ohio, and 11 in California. The greatest number of workers involved and man-days of idleness because of local strikes occurred in the State of Michigan, caused principally by the strike of auto workers at the Briggs plant in Detroit. There was a large number of workers involved and man-days of idleness

in Kentucky also, resulting from the fact that when the general coal stoppage was terminated about the middle of May, the refusal of the Harlan County coal operators to accept the new Appalachian agreement brought about a local dispute which kept a large number of miners idle until an agreement was finally signed on July 19.

The figures shown for the individual States in table 2 are for local or intrastate disputes only. Among the 12 interstate disputes in progress during May, shown at the end of the table, was the widespread bituminous-coal stoppage previously referred to. The man-days of idleness because of this dispute in the individual States affected, together with the idleness due to local strikes, caused more idleness in Pennsylvania and West Virginia during the month than in any other States.

TABLE 2.—*Strikes in May 1939, by States*

State	Beginning in May		In progress during May		Man-days idle during May
	Number	Workers involved	Number	Workers involved	
All States	207	91,495	345	450,092	3,472,942
Alabama	1	13	3	588	13,210
Arkansas	1	252	1	252	4,032
California	11	2,029	18	2,280	17,013
Colorado	1	23	1	23	253
Connecticut	1	125	2	255	2,705
Florida			2	109	2,245
Georgia	1	584	2	612	892
Idaho			1	6	156
Illinois	14	4,312	25	4,945	31,765
Indiana	6	1,356	13	3,039	35,578
Iowa	3	571	5	1,515	21,664
Kansas	1	24	1	24	432
Kentucky	2	13,565	2	13,565	55,790
Louisiana	3	111	4	237	1,337
Maine	1	537	1	537	2,685
Massachusetts	7	825	11	983	7,542
Michigan	8	25,449	8	25,449	113,978
Minnesota	1	40	2	200	520
Missouri	3	1,268	5	2,093	22,621
Nebraska	1	22	1	22	154
New Jersey	13	1,406	20	2,084	36,361
New Mexico	1	238	1	238	238
New York	54	4,831	98	9,630	64,908
North Dakota	1	70	1	70	540
Ohio	13	8,757	18	10,687	34,363
Oklahoma			2	807	5,682
Oregon	1	1,500	4	1,684	9,670
Pennsylvania	22	2,805	35	5,982	39,129
Rhode Island	3	755	4	961	18,486
South Carolina	1	1,350	2	1,950	9,450
Tennessee	3	128	5	436	7,460
Texas	6	2,109	6	2,109	34,106
Utah	1	146	1	146	730
Virginia	2	157	3	163	325
Washington	7	1,636	9	1,846	19,455
West Virginia	3	2,197	6	2,605	13,584
Wisconsin	7	8,782	10	9,093	42,635
Interstate	3	3,522	12	342,867	2,801,248



In the 207 strikes beginning in May there was an average of 442 workers involved. Fewer than 100 workers were involved in each of the strikes constituting 62 percent of the total, and in 30 percent of the strikes 100 to 1,000 workers were involved in each. In each of 17 strikes (8 percent of the total) 1,000 or more workers were involved. The largest of these—both involving more than 10,000 workers—were the Briggs auto strike in Detroit and the Harlan County (Ky.) coal dispute.

TABLE 3.—*Strikes Beginning in May 1939, Classified by Number of Workers Involved*

Industry group	Total	Number of strikes in which the number of workers involved was—						
		6 and under 20	20 and under 100	100 and under 500	500 and under 1,000	1,000 and under 5,000	5,000 and under 10,000	10,000 and over
All industries.....	207	44	84	45	17	13	2	2
<i>Manufacturing</i>								
Iron and steel and their products, not including machinery.....	10	2	6	2				
Machinery, not including transportation equipment.....	5		2	1	1		1	
Transportation equipment.....	7			2	2	1	1	1
Nonferrous metals and their products.....	2	1	1					
Lumber and allied products.....	16	3	7	5		1		
Stone, clay, and glass products.....	6		3	1	1	1		
Textiles and their products.....	19	5	9	4	1			
Leather and its manufactures.....	1			1				
Food and kindred products.....	13	4	6	3				
Paper and printing.....	2		1		1			
Chemicals and allied products.....	4		2	2				
Rubber products.....	3		2			1		
Miscellaneous manufacturing.....	6	4	2					
<i>Nonmanufacturing</i>								
Extraction of minerals.....	7		1	1	1	3		1
Transportation and communication.....	10		7		1	2		
Trade.....	29	8	11	8	2			
Domestic and personal service.....	15	11	3	1				
Professional service.....	7	1	2	3	1			
Building and construction.....	31	5	16	5	4	1		
Agriculture and fishing.....	4			2	1	1		
W.P.A., relief, and resettlement projects.....	6			3	1	2		
Other nonmanufacturing industries.....	4		3	1				

In slightly more than half of the strikes beginning in May, the major issues were union-organization matters—recognition, closed or union shop, discrimination, etc.; in about one-third of the strikes wages and hours were the major issues; and 16 percent of the strikes were due to miscellaneous causes, including rival-union and factional disputes,

jurisdiction, sympathetic strike action, and a number of specific grievances concerning working conditions.

The workers involved in the union-organization disputes constituted about 62 percent of the total; 15 percent were involved in the strikes primarily over wages and hours; and 23 percent were in the strikes due to miscellaneous causes.

TABLE 4.—Major Issues Involved in Strikes Beginning in May 1939

Major Issue	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	207	100.0	91,495	100.0
Wages and hours.....	68	32.9	13,856	15.1
Wage increase.....	51	24.7	11,035	12.0
Wage decrease.....	9	4.3	1,246	1.4
Wage increase, hour decrease.....	7	3.4	1,375	1.5
Hour decrease.....	1	.5	200	.2
Union organization.....	105	50.7	58,593	61.9
Recognition.....	23	11.1	3,344	3.7
Recognition and wages.....	14	6.8	1,916	2.1
Recognition and hours.....	1	.5	11	(1)
Recognition, wages, and hours.....	23	11.1	5,649	6.2
Closed or union shop.....	29	14.0	41,711	45.5
Discrimination.....	12	5.8	3,892	4.3
Other.....	3	1.4	70	.1
Miscellaneous.....	34	16.4	21,046	23.0
Sympathy.....	2	1.0	328	.4
Rival unions or factions.....	7	3.4	704	.8
Jurisdiction <sup>1</sup> .....	3	1.4	53	.1
Other.....	22	10.6	19,961	21.7

<sup>1</sup> Less than a tenth of 1 percent.

<sup>2</sup> This figure probably does not include all the jurisdictional strikes which occurred. Because of the local nature of such disputes, the Bureau is not able to learn about all of them.

About 63 percent (217) of the 345 strikes in progress during May were terminated during the month with an average duration of about 22½ calendar days. Approximately 28 percent of these strikes were ended in less than a week after they began, 51 percent lasted from a week up to a month, 15 percent lasted from 1 to 3 months, and 6 percent (14 strikes) had been in progress for 3 months or more. All of the strikes in the latter group were small—the largest of them involving only between 50 and 60 workers.

TABLE 5.—Duration of Strikes Ending in May 1939

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than 1 month	1/2 and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries	217	61	58	52	28	4	14
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery	6		3	3			
Machinery, not including transportation equipment	3		1	2			
Transportation equipment	3	3					
Nonferrous metals and their products	2	1		1			
Lumber and allied products	14		5	4	4		1
Stone, clay, and glass products	7	2		3	1	1	
Textiles and their products	34	6	6	9	8		5
Leather and its manufactures	3		1	1	1		
Food and kindred products	12	2	4	2	3		1
Paper and printing	3	1		1			1
Chemicals and allied products	3	1	1				1
Rubber products	3	2		1			
Miscellaneous manufacturing	7	2	2	2			1
<i>Nonmanufacturing</i>							
Extraction of minerals	7	6			1		
Transportation and communication	14	3	3	6	1		1
Trade	29	5	12	2	5	2	3
Domestic and personal service	13	5	3	3	2		
Professional service	6	4	1	1			
Building and construction	35	11	12	9	2	1	
Agriculture and fishing	3		2	1			
W. P. A. relief, and resettlement projects	6	6					
Other nonmanufacturing industries	4	1	2	1			

About 41 percent of the 217 strikes ending in May were settled by negotiations directly between the employers and representatives of organized workers. These were comparatively small strikes on the average and included only 7 percent of the total workers involved. Nearly 38 percent of the strikes, which included 90 percent of the total workers involved, were settled with the help of Government officials or boards. The general coal stoppage accounted for the extremely large proportion of workers in this classification. About 17½ percent of the strikes, small ones on the average, and involving less than 2 percent of the total workers involved, were terminated without any formal settlement of the disputed issues. In most of these cases the strikes were abandoned and the employees returned to work on the employers' terms or the strikers lost their jobs entirely when employers filled the vacancies with new workers, moved, or went out of business.



TABLE 6.—*Methods of Negotiating Settlements of Strikes Ending in May 1939*

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	217	100.0	385,935	100.0
Employers and workers directly.....	3	1.4	592	.2
Employers and representatives of organized workers directly.....	90	41.5	28,228	7.3
Government officials or boards.....	82	37.8	348,325	90.2
Private conciliators or arbitrators.....	4	1.8	2,379	.6
Terminated without formal settlement.....	38	17.5	6,411	1.7

Approximately 44 percent of the strikes ending in May, including 89 percent of the workers involved, resulted in substantial gains to the workers. Again, the general bituminous-coal stoppage accounted for the large number of workers in this group. About 32 percent of the strikes, including 7 percent of the workers, resulted in compromise settlements, and 18 percent of the strikes, including 3½ percent of the workers involved, resulted in little or no gains to the workers.

TABLE 7.—*Results of Strikes Ending in May 1939*

Result	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	217	100.0	385,935	100.0
Substantial gains to workers.....	95	43.7	344,005	89.1
Partial gains or compromises.....	69	31.8	26,934	7.0
Little or no gains to workers.....	39	18.0	13,506	3.5
Jurisdiction, rival union, or faction settlements.....	11	5.1	1,102	.3
Indeterminate.....	3	1.4	388	.1

In terms of number of strikes it appears that the wage-and-hour disputes were more successful on the whole than the union-organization strikes. Approximately the same proportion (47 percent) of the strikes in each group were successful from the workers' viewpoint. However, about 41 percent of the wage-and-hour strikes were compromised as compared with 31 percent of the disputes over union-organization matters, and only 12 percent of the first group were lost as compared with 22½ percent of the latter.

Of the workers involved in the strikes over wages and hours, approximately 52 percent substantially won their demands, 35 percent obtained compromise settlements, and 13 percent gained little or nothing. Of the workers involved in the strikes over union-organization matters, 96 percent substantially won their demands, 3 percent

obtained compromise settlements, and 1 percent gained little or nothing. The figures for this latter group are largely influenced by the number of workers in the coal stoppage, as the workers involved in this one dispute constitute a very large percentage of the total workers in the group. Excluding the workers in the coal dispute, figures for the remaining workers involved in union-organization strikes show that 25 percent substantially won what was demanded, 58 percent obtained compromise settlements, and 17 percent gained little or nothing.

TABLE 8.—Results of Strikes Ending in May 1939 in Relation to Major Issues Involved

Major issue	Total	Strikes resulting in—				
		Substantial gains to workers	Partial gains or compromises	Little or no gains to workers	Jurisdiction, rival union, or faction settlements	Indeterminate
Number of strikes						
All issues.....	217	95	69	39	11	3
Wages and hours.....	68	31	27	8		
Wage increase.....	50	25	19	6		
Wage decrease.....	8	4	3	1		
Wage increase, hour decrease.....	6	2	3	1		
Hour decrease.....	2		2			
Union organization.....	111	59	34	25		
Recognition.....	27	14	5	8		
Recognition and wages.....	18	7	6	5		
Recognition and hours.....	1	1				
Recognition, wages, and hours.....	25	12	7	6		
Closed or union shop.....	23	8	12	3		
Discrimination.....	11	5	4	2		
Other.....	6	5		1		
Miscellaneous.....	40	12	8	6	11	3
Sympathy.....	3	1				2
Rival unions or factions.....	5				5	
Jurisdiction.....	6				6	
Other.....	26	11	8	6		1
Number of workers involved						
All issues.....	385,935	344,005	26,934	13,506	1,102	398
Wages and hours.....	14,912	7,375	4,946	1,891		
Wage increase.....	11,677	6,348	3,732	1,597		
Wage decrease.....	542	285	215	42		
Wage increase, hour decrease.....	777	742	783	252		
Hour decrease.....	216		216			
Union organization.....	348,370	334,559	10,651	3,060		
Recognition.....	3,021	1,964	940	117		
Recognition and wages.....	2,439	1,283	885	271		
Recognition and hours.....	11	11				
Recognition, wages, and hours.....	916	277	513	126		
Closed or union shop.....	337,941	330,641	6,186	1,114		
Discrimination.....	3,802	299	2,127	1,376		
Other.....	140	84		56		
Miscellaneous.....	23,453	2,071	11,337	8,555	1,102	398
Sympathy.....	372	44				328
Rival unions or factions.....	134				134	
Jurisdiction.....	968				968	
Other.....	21,979	2,027	11,337	8,555		60

## BITUMINOUS COAL STOPPAGE, 1939

WITH the expiration of agreements between operators of bituminous-coal mines and the United Mine Workers of America, at midnight, March 31, 1939, work ceased at mines in the Appalachian area<sup>1</sup> and the State of Alabama. Only the necessary maintenance men were authorized to remain at work for protection of the idle mining properties; also a few mines producing coal for hospitals and utilities of vital necessity to local communities continued in operation.

Bituminous-coal mining has for many years been one of the largest of the major industries in the United States. One man out of about every 100 gainfully occupied in the United States in 1939 is attached to the bituminous-mining industry. Employment in the industry increased from less than 200,000 in 1890 to 300,000 in 1900, 550,000 in 1910, 640,000 in 1920, a high of 705,000 in 1923, then decreased year by year to 406,000 in 1932, rose again during the next 5 years to nearly 492,000 in 1937, then fell to an estimated 435,000 in 1938, and to an estimated 401,000 in March 1939—just before the suspension began.

The companies operating the Nation's somewhat less than 7,000 bituminous-coal mines are for the most part organized into associations through which more or less uniform labor conditions and collective-bargaining arrangements are established. The associations in some cases cover only local fields and in others are State-wide. In the 8-State Appalachian area, the operators are organized into 21 associations, which usually negotiate as a unit through a representative committee.

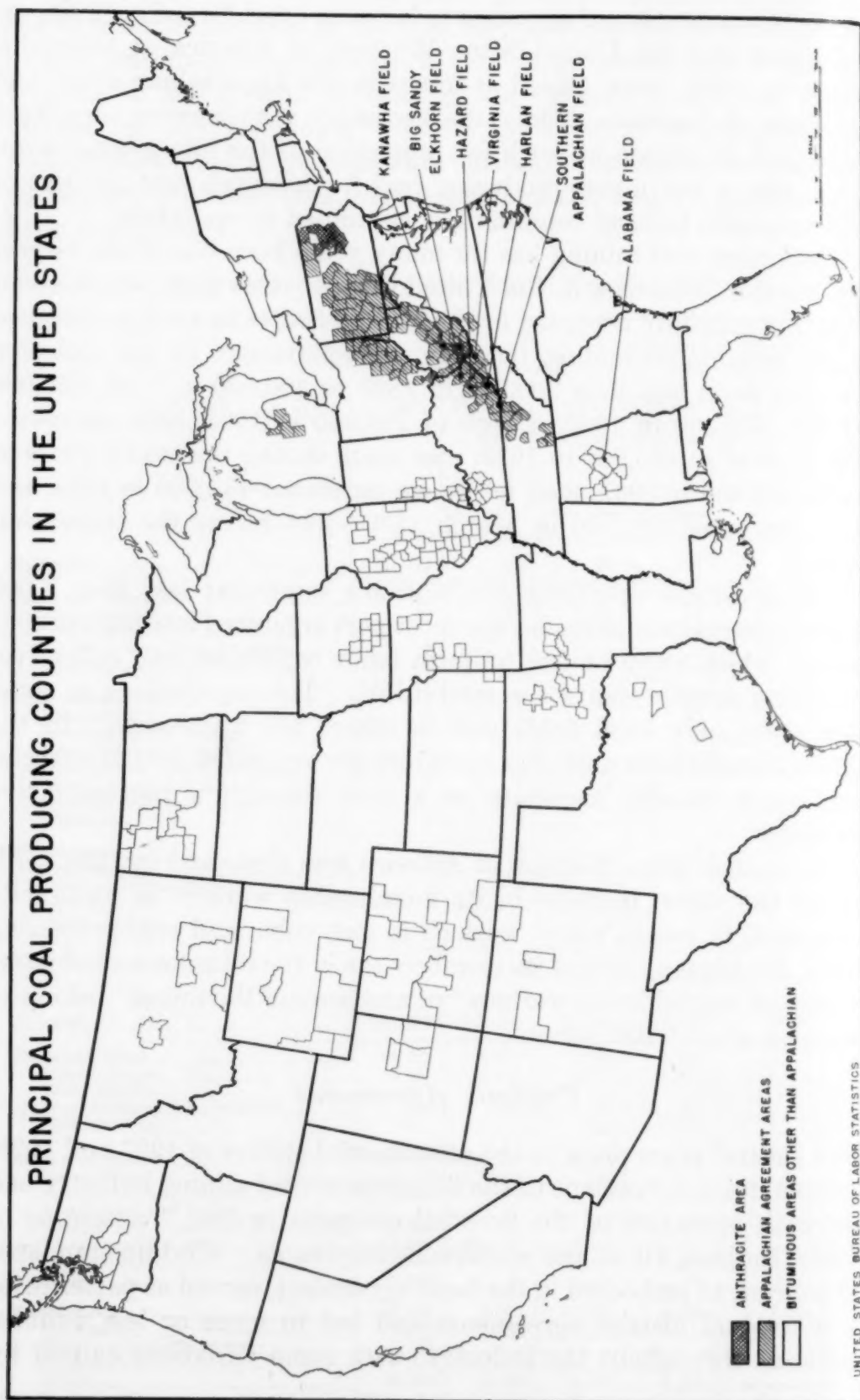
The United Mine Workers of America was organized in 1890. Although the union includes in its membership workers in anthracite mines and, in recent years, workers in gas, coke, and coal-processing plants, the big majority of its members are in the bituminous industry. In most of the fields the workers "in and around the mines" belong to the union almost 100 percent.

*Previous Agreements*

For several years prior to the unsuccessful strikes of 1927 and 1928, the basic union agreement in the bituminous-coal mining industry had been with operators of the "central competitive field," consisting of Illinois, Indiana, Ohio, and western Pennsylvania. Certain standards and policies, as embodied in the basic agreement, served as patterns for the individual district agreements and led to more or less uniform conditions throughout the industry, with some variations caused by

<sup>1</sup> Includes bituminous mines in Pennsylvania, Ohio, Michigan, Maryland, West Virginia, Eastern Kentucky, Virginia, and Tennessee.





local conditions. The last basic agreement with the central competitive field was the Jacksonville agreement, which ran from 1924 to March 31, 1927. With the expiration of this agreement there was a strike of approximately 165,000 miners. This strike, like the one in the following year, was unsuccessful and resulted in the men's returning to work under agreements with individual employers or local associations, or with no agreements at all.

The first Appalachian agreement was reached in September 1933, at the time the NRA code for the bituminous industry was established. That agreement, which expired March 31, 1934, provided for a 5-day, 40-hour week, and a wage scale of \$4.60 per day for skilled inside men north of the Ohio River, as compared with \$4.20 south of the Ohio River. The agreement was renewed April 1, 1934, for a year, establishing the 7-hour day and providing wage increases for the skilled inside workers, in both the North and the South, amounting to 40 cents per day. Upon the expiration of this agreement, March 31, 1935, the Federal Government assisted in arranging an extension of the agreement for a short time, with a continuation of work while negotiations for a new contract were being carried on. One extension after another was arranged, and when no agreement had been reached, the union called a strike, September 23, 1935. This strike of about 400,000 mine workers lasted only a week when a new agreement providing for an increase of 9 cents in tonnage rates went into effect October 1 for a period ending March 31, 1937. In early April 1937, a new agreement was signed for a period of 2 years, retaining the 35-hour week, providing wage increases for both day workers and tonnage workers, and for the first time providing time and a half for overtime. Day rates under this agreement were \$6.00 in the North and \$5.60 in the South.

### *Beginning of 1939 Negotiations*

On March 14, 1939, a little more than 2 weeks before the expiration of the agreement, the Appalachian Joint Conference of the United Mine Workers of America and the operators of the Appalachian bituminous area began discussions in New York City. The policy committee of the union presented a list of demands, among which were wage increases of 50 cents a day for all inside and outside day workers, with corresponding increases in tonnage and yardage rates, and the establishment of a 5-day, 30-hour week. A counterproposal of a reduction of 50 cents per day in wage rates was offered by the operators, who later offered to renew the old contract without change for a period of 2 years. The union offered to renew the contract provided the operators would consent to one of two changes—the elimination of the penalty clause, or exclusive recognition and the union shop. The penalty clause in the old agreement imposed a penalty of \$1 per man

per day in most districts for any strike or lock-out in violation of the agreement.

### *Shut-Down of Mines*

Negotiations were deadlocked when the old agreement expired on April 1, which brought on a shut-down of mines throughout the Appalachian area. Both sides authorized the continuance of work of all necessary maintenance men, and district union officials were empowered to grant permission for production of coal where absolutely necessary for hospitals, etc., and utilities of vital necessity to local communities.

Simultaneously with the shut-down in the Appalachian fields the union miners in Alabama stopped work. In all other bituminous districts the men were directed to continue operations under extension agreements while the Appalachian negotiations were pending in New York. When no agreement had been reached by April 20, however, the union gave the 15 days' notice required under the extension agreements for the midwestern and western fields, the shut-down thereby becoming practically industry-wide by May 5. The shortage of coal, which had already caused curtailment of operations and lay-offs in the steel industry and on some railroads, began to present a serious problem. In New York City where the conferences were in session, subway service was curtailed 25 percent in order to conserve the city's diminishing supply of coal.

### *Federal Negotiations*

Although negotiations at New York City remained deadlocked, and a complete collapse of the conference threatened, the Labor Department's Conciliation Service succeeded in keeping the negotiating bodies intact, as the Government emphasized the public interests concerned and the grave consequences which would result from a prolonged continuation of the dispute. On May 8 the Secretary of Labor participated personally in a joint conference of the operators and miners and conveyed an invitation from the President of the United States for representatives of the two groups to meet with him at the White House the next morning. At the White House conference on May 9, the President stated that since both sides were agreed on the basic principles of wages, hours, and recognition of the union, the negotiators should be able to work out such details as were necessary to get the mines into operation.

### *Settlements by Individual Associations and Employers*

On May 11, when no agreement had been reached as requested by the President, the union issued orders to its outlying district presi-



dents to arrange 2-year agreements in areas where operators would accept the union-shop provision which the Appalachian operators had so far rejected. Approval was given to renewal of the old agreements for a period of 2 years with the addition of two sentences, which read:

It is agreed that the United Mine Workers of America is recognized herein as the exclusive bargaining agent representing employees of the parties of the first part. It is agreed that as a condition of employment all employees shall be members of the United Mine Workers of America except in those exempted classifications of employment as provided in this contract.

On May 12, when an agreement covering the entire Appalachian area appeared hopeless, it was decided that any individual operators and association members who were willing, could sign the all-union agreement in order that production could be resumed in at least part of the mines. The agreement was accepted by 15 of the 21 employers' associations. The six rejecting associations were the Harlan (Ky.), Hazard (Ky.), Big Sandy Elkhorn (Ky.), Southern Appalachian (Ky. and Tenn.), Virginia (Va.), and Kanawha (W. Va.) coal operators' associations.

Within less than a week agreements containing the union-shop clause had been reached, and work was resumed throughout the western, midwestern, and most of the eastern fields. By May 17, agreements were signed by 5 of the 6 associations in the Appalachian area which refused to sign on May 12. The exception was the Harlan County Coal Operators Association. Most of the operators in Alabama signed on May 18. Settlement with the remaining companies in Alabama, principally operators of "captive mines" (i. e., owned by steel companies), were concluded during the next 4 or 5 weeks.

Production, which had been running between 7 and 8 million tons per week just prior to April 1, and which fell to 1,935,000 tons for the first week in April and to a low of 1,071,000 tons in the week ending May 13, rose during the next week to 5,125,000 tons, and in the following week to 6,210,000 tons. In spite of the 6-week stoppage, resumption of work very shortly resulted in the mines being able to meet the market requirements.

In Harlan County, Ky., National Guard troops were ordered out immediately, when the association which refused to sign the Appalachian agreement planned to operate some of its mines without a contract. A few mines opened Monday, May 15, in the area patrolled by the troops, although the union claimed only skeleton crews reported for work. Within a week the union began signing contracts with individual companies in the county which did not belong to the Harlan County Coal Operators Association, and by

the end of May about half of the 14,000 miners in the area had returned to work under union-shop agreements. Members of the association, together with a few small operators outside the association, however, still continued their opposition and refused to sign until about June 15, when the association stopped negotiating as a unit and decided to let individual companies carry on negotiations and sign agreements if they chose. One of the association members signed the agreement about June 20. The others held out until July 19, when association and union representatives met with a Federal conciliator and concluded a union-recognition agreement which omitted the penalty clause but did not provide for the closed shop.

With the exception of a part of the Illinois fields under contract with the Progressive Mine Workers, practically the entire bituminous industry is now operating under agreement with the United Mine Workers of America.

### *Question of Unemployment-Compensation Benefits*

The suspension of work in the bituminous coal fields was the first major cessation of work in which a number of State unemployment-compensation agencies held the workers involved to be disqualified from benefit for unemployment because of participation in a labor dispute, as provided in State unemployment-compensation laws. Although both the precise wording of the labor-dispute provisions and the findings of fact made by the various State unemployment-compensation agencies vary, it is significant that of the 14 State unemployment-compensation agencies from which administrative decisions had been received up to August 1, 10 agencies held the miners disqualified from benefits and 4 allowed benefits. In the Appalachian area, 5 State agencies (those of Kentucky, Michigan, Ohio, Tennessee, and Virginia) disallowed benefits, and 2 State agencies (Pennsylvania and Maryland) allowed benefits. Among States outside the Appalachian area, 5 State unemployment-compensation agencies (Alabama, Colorado, Indiana, Utah, and Wyoming) held the miners disqualified, and 2 State agencies (Iowa and Kansas) allowed benefits.

In a large number of these States, the decisions received to date are not decisions of the final administrative appeal body established under State unemployment-compensation laws, and it is therefore possible that the situation may be altered upon appeal. In some States it is expected that appeals from administrative decisions will be carried to the courts in order to obtain judicial construction of the various labor-dispute disqualifications as applied to the varying factual situations presented by this general suspension of work.

### *Appalachian Agreement*

The text of the Appalachian Agreement, which was signed in New York City on May 12, 1939, is given below:

#### THE APPALACHIAN AGREEMENT

THIS AGREEMENT, made the 12th day of May, 1939, between the Central Pennsylvania Coal Producers' Association, Georges Creek and Upper Potomac Coal Association, Somerset County Coal Operators' Association, Western Pennsylvania Coal Operators' Association, Ohio Coal Association, Michigan Coal Operators' Association, Northern Panhandle of West Virginia Coal Operators' Association, Northern West Virginia Coal Association, Operators' Association of Williamson Field, Logan Coal Operators' Association, New River Coal Operators' Association, Pocahontas Operators' Association, Winding Gulf Operators' Association, Greenbrier Coal Operators' Association, and Upper Buchanan Smokeless Coal Operators' Association, and voluntary associations on behalf of each member thereof hereinafter referred to as the Operators, party of the first part, and the International Union, United Mine Workers of America, and Districts 2, 3, 4, 5, 6, 16, 17, 19, 24, 28, 30 and 31, hereinafter referred to as the Mine Workers and on behalf of each member thereof, party of the second part. (New Districts of the United Mine Workers of America may be established in this territory).

WITNESSETH: It is agreed that this contract is for the exclusive joint use and benefit of the contracting parties as heretofore defined and set forth in this Agreement. It is agreed that the United Mine Workers of America is recognized herein as the exclusive bargaining agency representing the employees of the parties of the first part. It is agreed that as a condition of employment all employees shall be members of the United Mine Workers of America, except in those exempted classifications of employment as provided in this contract. (See note.) It is the intent and purpose of the parties hereto that this Agreement will promote an improved industrial and economic relationship in the bituminous coal industry, and to set forth herein the basic agreements covering rates of pay, hours of work, and conditions of employment to be observed between the parties in the following districts constituting the Appalachian Territory:

Northern Territory—Pennsylvania, Michigan, Ohio, together with Ohio, Brooke, Hancock and Marshall Counties of West Virginia, and northern West Virginia, including counties of Barbour, Braxton, Calhoun, Doddridge, Gilmer, Harrison, Jackson, Lewis, Marion, Monongalia, Pleasants, Preston, Randolph, Ritchie, Roane, Taylor, Tyler, Upshur, Webster, Wetzel, Wirt, Wood, and that portion of Nicholas County including mines served by the Baltimore & Ohio Railroad and north, Maryland and upper Potomac districts, including Grant, Mineral and Tucker Counties of West Virginia.

Southern Territory—The State of Virginia, northern Tennessee, that part of Kentucky lying east of a line drawn north and south through the city of Louisville, and that part of West Virginia not included in northern territory.

#### *Maximum Hours and Working Time*

Seven hours of labor shall constitute a day's work. The 7-hour day means 7 hours' work in the mines at the usual working places for all classes of labor, exclusive of the lunch period, whether they be paid by the day or be paid on the tonnage basis; except in cases of accident which temporarily necessitates longer hours for

NOTE.—The amendments to the enabling clause of the Basic Agreement, covering recognition of the United Mine Workers of America, do not change the rules or practices of the industry pertaining to management. The Mine Workers intend no intrusion upon the rights of management as heretofore practiced and understood.



those mine workers required on account thereof; and also excepting that number of mine workers in each mine whose daily work includes the handling of man-trips and those who are required to remain on duty while men are entering and leaving the mine.

Overtime: Work by mine workers paid by hour or day in excess of seven (7) hours in one day or thirty-five (35) hours in any one week shall be paid for at the rate of time and one-half with the following exceptions:

Employees engaged at powerhouses, substations, and pumps operating continuously for twenty-four (24) hours daily are especially exempted from the seven (7) hour day and the time and one-half provisions. Special exemptions for individual employees other than those named above when twenty-four (24) hours' continuous operation daily is required are subject to arrangement between mine management and district officers without time and one-half for overtime. Employees so especially exempted are limited to eight (8) hours per day and forty (40) hours per week and time and one-half for time worked in excess thereof.

The seven (7) hour day, five (5) day week (35 hours per week) as provided in this agreement, shall prevail.

The following classes of mine workers are excepted from the foregoing provisions as to the maximum hours of work:

All mine workers engaged in the transportation of men and coal shall work the additional time necessary to handle man-trips and all coal in transit and shall be paid the regular hourly rate for the first seven (7) hours and time and one-half for all overtime.

Outside employees engaged in the dumping, handling, and preparation of coal, and the manufacture of coke, shall work the additional time necessary, not to exceed thirty (30) minutes, to dump and prepare the coal delivered to the tipples each shift, and complete the usual duties incidental to the operation of coke ovens, and shall be paid the regular hourly rates for the first seven (7) hours and time and one-half for overtime not to exceed the thirty (30) minutes hereinbefore stated.

When day men go into the mine in the morning, they shall be entitled to 2 hours' pay whether or not the mine works the full 2 hours, but, after the first 2 hours, the men shall be paid for every hour thereafter by the hour, for each hour's work or fractional part thereof. If for any reason the regular routine work cannot be furnished inside day men, the employer may furnish other than the regular work.

Drivers shall take their mules to and from stables, and the time required in so doing shall not include any part of the day's labor, their work beginning when they reach the change at which they receive empty cars, but in no case shall the driver's time be docked while he is waiting for such cars, at the point named. The method at present existing covering the harnessing and unharnessing of mules shall be continued throughout the life of this agreement.

Motormen and trip riders shall be at the passway where they receive the cars at starting time. The time required to take motors to the passway at starting time and departing from the same at quitting time shall not be regarded as a part of the day's labor, their time beginning when they reach the change or parting at which they receive cars, but in no case shall their time be docked while waiting for cars at the point named.

#### *Holidays*

Holidays now recognized in various district agreements shall be effective during the period of this agreement.

#### *Basic Tonnage Rate*

Pick mining is the removal by the miner of coal that has not been undercut, center-cut, or overcut by a machine. The basic rate for pick mining and hand loading of coal shall include the work required to drill, shoot and clean, and load

the coal properly, timber the working place, and all other work and customs incidental thereto.

A maximum short-wall machine differential of eleven cents (11¢) per net ton between pick and machine mining rates shall be maintained.

Any change in mining methods or installation of equipment that relieves the mine worker of any of the above duties and increases his productive capacity shall be recognized and a piece-work rate agreed to therefor properly related to the basic rate.

The standard for basic tonnage rates shall be 2,000 pounds per ton; where the gross ton of 2,240 pounds is the measure, the equivalent rate shall be paid.

The basic tonnage, hourly and day wage rates for the various producing districts represented in this conference are shown in the attached schedules which are parts hereof.

Yardage and dead-work rates in all districts shall remain the same as those which were paid under the agreements that expired on March 31, 1939.

#### *Checkweighmen*

The mine workers shall have the right to a checkweighman, of their own choosing, to inspect the weighing of coal; provided that in any case where on account of physical conditions and mutual agreement, wages are based on measure or other method than on actual weights, the mine workers shall have the right to check the accuracy and fairness of such method, by a representative of their own choosing.

Cars shall be tared at reasonable intervals and without inconvenience to the operation of the mine. Tare shall be taken of the cars in their usual running condition.

At mines not employing a sufficient number of men to maintain a checkweighman, the weight credited to the mine workers shall be checked against the billing weights furnished by railroads to the operators, and on coal trucked from such mines a practical method to check the weights shall be agreed upon. Such weights shall be checked once a month.

The wages of checkweighmen will be collected through the pay office semi-monthly, upon a statement of time made by the checkweighmen, and approved by the mine committee. The amount so collected shall be deducted on a percentage basis, agreed upon by the checkweighman and clerk, from the earnings of the mine workers engaged in mining coal and shall be sufficient only to pay the wages and legitimate expenses incident to the office.

If a suitable person to act as checkweighman is not available among the mine workers at the mine, a man not employed at the mine may be selected upon mutual agreement.

The checkweighman, or checkmeasurer, as the case may require, shall be permitted at all times to be present at the weighing or measuring of coal, also have power to checkweigh or checkmeasure the same, and during the regular working hours to have the privilege to balance and examine the scales or measure the cars, providing that all such balancing and examination of scales shall only be done in such way and at such time as in no way to interfere with the regular working of the mine. It shall be the further duty of checkweighman or checkmeasurer to credit each mine worker with all merchantable coal mined by him on a proper sheet or book kept by him for that purpose. Checkweighmen or checkmeasurers shall in no way interfere with the operation of the mine.

#### *Boys*

No person under seventeen (17) years of age shall be employed inside any mine nor in hazardous occupations outside any mine; provided, however, that where a State law provides a higher minimum age, the State law shall govern.

*Exemptions under this Contract*

The term mine worker as used in this agreement shall not include mine foremen, assistant mine foremen, fire bosses, or bosses in charge of any classes of labor inside or outside of the mine, or coal inspectors or weighbosses, watchmen, clerks, or members of the executive, supervisory, sales and technical forces of the operators.

*Management of Mines*

The management of the mine, the direction of the working force, and the right to hire and discharge are vested exclusively in the operator, and the United Mine Workers of America shall not abridge these rights. It is not the intention of this provision to encourage the discharge of mine workers, or the refusal of employment to applicants because of personal prejudice or activity in matters affecting the United Mine Workers of America.

*Mine Committee*

A committee of three (3) mine workers, who shall be able to speak and understand the English language, shall be elected at each mine by the mine workers employed at such mine. Each member of the mine committee shall be an employee of the mine at which he is a committee member, and shall be eligible to serve as a committee member only so long as he continues to be an employee of said mine. The duties of the mine committee shall be confined to the adjustment of disputes arising out of this agreement that the mine management and mine worker, or mine workers, have failed to adjust. The mine committee shall have no other authority or exercise any other control, nor in any way interfere with the operation of the mine; for violation of this clause any or all members of the committee may be removed from the committee.

*Settlement of Disputes*

Should differences arise between the mine workers and the operator as to the meaning and application of the provisions of this agreement, or should differences arise about matters not specifically mentioned in this agreement, or should any local trouble of any kind arise at any mine, there shall be no suspension of work on account of such differences, but an earnest effort shall be made to settle such differences immediately:

First. Between the aggrieved party and the mine management.

Second. Through the management of the mine and the mine committee.

Third. By a board consisting of four members, two of whom shall be designated by the mine workers and two by the operators.

Should the board fail to agree, the matter shall be referred to an umpire selected by said board. Should the board be unable to agree on the selection of an umpire, he shall be designated by the international president of the United Mine Workers of America and the president of the Operators' Association affected. The decision of the umpire in any event shall be final.

District conferences may establish an intermediate board consisting of two (2) commissioners, one representing the operators and one representing the mine workers, with such powers as said conference may delegate.

Pending the hearing of disputes, the mine workers shall not cease work because of any dispute; and a decision reached at any stage of the proceeding shall be binding on both parties hereto, and shall not be subject to reopening by any other party or branch of either association except by mutual agreement.

Expense and salary incident to the services of an umpire shall be paid jointly by the operators and mine workers in each district.



*Discharge Cases*

When a mine worker has been discharged from his employment and he believes he has been unjustly dealt with, it shall be a case arising under the method of settling disputes herein provided. In all discharge cases should it be decided under the rules of this agreement that an injustice has been dealt the mine worker, the operator shall reinstate and compensate him at the rate based on the earning of said mine worker prior to such discharge. Provided, however, that such case shall be taken up and disposed of within 5 days from the date of discharge.

*Illegal Suspension of Work*

A strike or stoppage of work on the part of the mine workers shall be a violation of this agreement. Under no circumstances shall the operator discuss the matter under dispute with the mine committee or any representative of the United Mine Workers of America during suspension of work in violation of this agreement.

*Irregular Work*

When any mine worker absents himself from his work for a period of 2 days without the consent of the operator, other than because of proven sickness, he may be discharged.

*Preparation of Coal and Mining Practice*

Each district agreement shall provide for the preparation and proper cleaning of coal. Proper disciplinary rules and penalties shall also be incorporated in such agreements.

*Safety Practice*

Reasonable rules and regulations of the operator for the protection of the persons of the mine workers and the preservation of property shall be complied with

*Engineer's and Pumper's Duties*

When required by the management, engineers, pumpers, firemen, power plant and substation attendants shall under no conditions suspend work but shall at all times protect all the company's property under their care, and operate fans and pumps and lower and hoist men or supplies as may be required to protect the company's coal plant.

*Shifts*

The operator shall have the right during the entire period of this agreement to work all the mines, or any one or more of them, extra shifts with different crews.

When the mine works only one shift it shall be in the daytime, but this shall not prevent cutting and loading coal at night in addition to the day shift cutting and loading.

*Pay Day*

Pay shall be made semimonthly and at least twice each month

*Coke and Cleaning Plants*

Proper rules may be negotiated in district conference to provide for continuous operation of coking and cleaning plants.

*Miscellaneous Provisions*

Matters affecting cost of explosives, blacksmithing, electric cap lamps, and house coal are referred to the district conferences.

To the extent it has been the custom in each district, all bottom coal shall be taken up and loaded by the mine worker.

The cutter shall cut the coal as directed by the operator.

*District Conferences*

District agreements shall be made dealing with local or district conditions, and it is agreed that such district agreements shall embody the basic rates of pay, hours of work, and conditions of employment herein set forth, and all specific rights and obligations of operators and mine workers herein recognized.

This agreement shall supersede all existing and previous contracts; and all local rules, regulations, and customs heretofore established in conflict with this agreement are hereby abolished. Prior practice and custom not in conflict with this agreement may be continued.

All internal differences are hereby referred to the various districts for settlement, with the understanding that only by mutual consent shall anything be done in district conferences that will increase the cost of production or decrease the earning capacity of the men.

Proper arrangements for collections for the United Mine Workers of America shall be made in district conferences.

*Mechanized Mining Commission*

A joint commission is hereby created, to be known as the Mechanized Mining Commission, which shall consist of the negotiating committee of 8 for the operators of the Appalachian Joint Wage Conference, namely: Messrs. M. L. Garvey, J. D. A. Morrow, Charles O'Neill, L. T. Putman, ———, W. L. Robison, P. C. Thomas, and L. E. Woods, or their representatives, together with the following 8 officials of the United Mine Workers of America: John L. Lewis, Philip Murray, Thomas Kennedy, Van A. Bittner, Samuel Caddy, P. T. Fagan, James Mark, and John Owens, or their representatives.

The commission shall meet to organize within 60 days after the signing of this agreement, shall elect its chairman and secretary-treasurer, and hire such employees from time to time as may be mutually agreed upon.

It shall be the duty of this commission to make a joint study of the problems arising from mechanization of bituminous-coal production by the use of conveyors and mobile loading machines for the area covered by the Appalachian Joint Wage Agreement, including the problem of displacement of employees.

The commission is authorized to take testimony, to receive briefs and reports, and generally to collect the information jointly agreed upon as relevant to its duties.

The members of the commission shall pay their own expenses. Other expenses of the commission shall be paid one-half by the operators, signatory to the Appalachian Joint Wage Agreement, and one-half by the United Mine Workers of America.

The commission shall report its findings of fact and its recommendations to the Appalachian Joint Wage Conference on March 11, 1941.

*Appalachian Joint Conference*

A joint conference of representatives of the Central Pennsylvania Coal Producers Association, Georges Creek and Upper Potomac Coal Association, Somerset County Coal Operators' Association, Western Pennsylvania Coal Operators' Association, Ohio Coal Association, Michigan Coal Operators' Association, Northern Panhandle of West Virginia Coal Operators' Association, Northern West Virginia Coal Association, Operators' Association of Williamson Field, Logan Coal Operators' Association, New River Coal Operators' Association, Pocahontas Operators' Association, Winding Gulf Operators' Association, Greenbrier Coal Operators' Association, and Upper Buchanan Smokeless Coal Operators' Association, and the International Union, United Mine Workers of America, and districts 2, 3, 4, 5, 6, 16, 17, 19, 24, 28, 30, and 31, shall be held in the Biltmore Hotel, City of New York, N. Y., March 11, 1941, to consider what revisions, if any, shall be made in this agreement as to hours, wages, and conditions of employment.

This agreement shall become effective May 12, 1939, and shall continue in effect to March 31, 1941.



## ACTIVITIES OF U. S. CONCILIATION SERVICE, JULY 1939 AND YEAR 1938-39

### Operations in July 1939

THE United States Conciliation Service, in July, disposed of 198 situations involving 38,483 workers. The services of this agency were requested by the employees, employers, and other interested parties.

Of these situations, 107 were strikes, threatened strikes; lock-outs, and controversies, involving 34,430 workers. The remaining situations, involving 4,053 workers, were services rendered, such as filling requests for information, adjusting complaints, holding conferences regarding labor conditions, etc.

The facilities of the Service were used in 23 major industrial fields, such as building trades and the manufacture of foods, iron and steel, textiles, etc. (table 1), and were utilized by employees and employers in 35 States and the District of Columbia (table 2).

TABLE 1.—Situations Disposed of by U. S. Conciliation Service, July 1939, by Industries

Industry	Disputes		Other situations		Total	
	Num- ber	Workers involved	Num- ber	Workers involved	Num- ber	Workers involved
All industries.....	107	34,430	91	4,053	198	38,483
Agriculture.....			1	1	1	1
Automobile.....	3	1,428	1	1	4	1,429
Building trades.....	6	616	11	210	17	826
Chemicals.....	8	3,080	2	215	10	3,295
Domestic and personal.....	8	4,654	5	54	13	4,708
Food.....	9	3,462	3	3	12	3,465
Iron and steel.....	7	1,140	2	8	9	1,148
Leather.....	3	83	1	1	4	84
Lumber.....	6	5,719	1	166	7	5,885
Machinery.....	9	851	6	6	15	857
Maritime.....	1	2	6	605	7	607
Mining.....	1	4,650	1	1	2	4,651
Nonferrous metals.....	3	765			3	765
Paper.....	4	183	1	1	5	184
Petroleum.....	1	515	4	874	5	1,389
Professional.....			2	3	2	3
Stone, clay, and glass.....	9	859	2	2	11	861
Textile.....	7	2,094	21	1,123	28	3,217
Tobacco.....	1	25			1	25
Trade.....	12	491	2	12	14	503
Transportation.....	7	3,662	6	85	13	3,747
Transportation equipment.....	1	10			1	10
Utilities.....			1	1	1	1
Unclassified.....	1	141	12	681	13	822

TABLE 2.—*Situations Disposed of by U. S. Conciliation Service, July 1939, by States*

State	Disputes		Other situations		Total	
	Num- ber	Workers involved	Num- ber	Workers involved	Num- ber	Workers involved
All States.....	107	34,430	91	4,053	198	38,483
Alabama.....	4	357	3	242	7	599
Arkansas.....	3	672			3	672
California.....	4	5,630	8	1,186	12	6,816
Colorado.....			2	2	2	2
Connecticut.....	2	860	2	251	4	1,111
District of Columbia.....	5	275	7	56	12	331
Florida.....			3	5	3	5
Georgia.....	1	31			1	31
Idaho.....			1	1	1	1
Illinois.....	6	989	8	137	14	1,126
Indiana.....	9	1,034	1	12	10	1,046
Iowa.....	3	9	1	1	4	10
Kentucky.....	2	4,701	1	166	3	4,867
Louisiana.....	2	213			2	213
Maine.....			3	155	3	155
Maryland.....			1	22	1	22
Massachusetts.....	3	495	7	159	10	654
Michigan.....	3	2,002	1	1	4	2,003
Minnesota.....	1	16			1	16
Missouri.....	7	4,703	3	14	10	4,717
New Hampshire.....	1	40	3	215	4	255
New Jersey.....	7	773	3	3	10	776
New York.....	4	1,177	9	68	13	1,245
North Carolina.....	1	25			1	25
Ohio.....	8	790	6	6	14	796
Oklahoma.....	1	515	1	350	2	865
Oregon.....			2	2	2	2
Pennsylvania.....	13	6,146	8	194	21	6,340
Rhode Island.....	3	1,520			3	1,520
South Carolina.....	1	29			1	29
Tennessee.....	3	470			3	470
Texas.....	6	901	1	1	7	902
Virginia.....			1	1	1	1
Washington.....	3	30	4	802	7	832
West Virginia.....			1	1	1	1
Wisconsin.....	1	27			1	27

### Operations During 1938-39

During the 12 months ended June 30, 1939, the Conciliation Service disposed of 3,541 situations involving 1,636,543 workers. These matters were referred to the Service by employees, employers, and other interested parties who desired to use its facilities to adjust and prevent labor difficulties.

Labor disputes, such as strikes, threatened strikes, lock-outs, and controversies, accounted for 1,678 situations involving 1,455,675 workers. The remaining 1,863 situations, involving 180,868 workers, were services rendered, such as arbitration matters, conferences regarding labor conditions, technical services, information requests, and the adjustment of miscellaneous complaints.

The facilities of the United States Conciliation Service were utilized in all 48 States, Alaska, Hawaii, and the District of Columbia.

Table 4 shows that the United States Conciliation Service was active in 26 major industrial fields, such as textiles, automobiles, maritime, foods, iron and steel, building trades, transportation, etc.

TABLE 3.—Situations Disposed of by U. S. Conciliation Service, July 1, 1933, to June 30, 1939, by States

States	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All States.....	1, 678	1, 455, 675	1, 863	180, 868	3, 541	1, 636, 543
Alabama.....	42	11, 354	44	2, 856	86	14, 210
Alaska.....	3	2, 170	3	81	6	2, 251
Arizona.....	12	4, 690	6	6	18	4, 696
Arkansas.....	8	879	5	7	13	886
California.....	92	147, 882	152	49, 262	244	197, 144
Colorado.....	6	11, 589	8	763	14	12, 352
Connecticut.....	11	23, 031	24	4, 441	35	27, 472
Delaware.....			2	36	2	36
District of Columbia.....	101	14, 041	222	1, 026	323	15, 067
Florida.....	27	16, 191	24	8, 965	51	25, 156
Georgia.....	25	7, 229	23	1, 737	48	8, 966
Hawaii.....	1	400			1	400
Idaho.....	4	264	2	2	6	266
Illinois.....	92	15, 883	102	2, 376	194	18, 259
Indiana.....	68	12, 714	68	5, 975	136	18, 689
Iowa.....	31	7, 978	15	7, 557	46	15, 535
Kansas.....	8	414	8	207	16	621
Kentucky.....	28	10, 775	18	943	46	11, 718
Louisiana.....	20	14, 409	14	3, 251	34	17, 660
Maine.....	7	832	4	287	11	1, 119
Maryland.....	21	16, 835	17	1, 093	38	17, 928
Massachusetts.....	52	17, 683	53	12, 222	105	29, 905
Michigan.....	53	132, 422	47	2, 704	100	135, 126
Minnesota.....	38	24, 154	31	181	69	24, 335
Mississippi.....	1	67	7	1, 299	8	1, 366
Missouri.....	67	24, 560	46	918	113	25, 478
Montana.....	7	11, 806	5	5	11	11, 811
Nebraska.....	3	2, 551	1	1	4	2, 552
Nevada.....	2	110			2	110
New Hampshire.....	3	629	8	589	11	1, 218
New Jersey.....	76	33, 017	69	293	145	33, 310
New Mexico.....	8	4, 185	2	2	10	4, 187
New York.....	120	581, 494	255	6, 233	375	587, 727
North Carolina.....	16	8, 316	65	11, 439	81	19, 755
North Dakota.....	1	100	3	3	4	103
Ohio.....	141	49, 999	130	1, 461	271	51, 460
Oklahoma.....	13	10, 220	11	531	24	10, 751
Oregon.....	7	8, 385	28	2, 830	35	11, 215
Pennsylvania.....	225	85, 035	87	12, 514	312	97, 549
Rhode Island.....	24	11, 344	16	9, 388	40	20, 732
South Carolina.....	16	12, 156	29	7, 738	45	19, 894
South Dakota.....			1	1	1	1
Tennessee.....	39	13, 055	34	2, 730	73	15, 785
Texas.....	38	7, 576	41	2, 590	79	10, 166
Utah.....	6	2, 979	2	401	8	3, 380
Vermont.....	1	5	1	1	2	6
Virginia.....	31	20, 766	15	41	46	20, 807
Washington.....	39	59, 296	63	12, 733	102	72, 029
West Virginia.....	16	2, 341	28	582	44	2, 923
Wisconsin.....	26	11, 663	18	284	44	11, 947
Wyoming.....	2	201	6	283	8	484



# Industrial Disputes

707

TABLE 4.—Situations Disposed of by U. S. Conciliation Service, July 1, 1938, to June 30, 1939, by Industries

Industry	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All industries.....	1, 678	1, 455, 675	1, 863	180, 868	3, 541	1, 636, 543
Agriculture.....	24	46, 172	21	1, 022	45	47, 194
Automobile.....	97	129, 438	26	531	123	129, 969
Building trades.....	161	82, 356	191	9, 082	352	91, 438
Chemicals.....	30	7, 036	19	485	49	7, 521
Communications.....	11	35, 664	17	275	28	35, 939
Domestic and personal.....	103	17, 499	45	847	148	18, 346
Foods.....	190	99, 878	106	9, 909	296	109, 787
Iron and steel.....	116	49, 302	76	1, 588	192	50, 890
Lumber.....	111	43, 008	55	5, 391	166	48, 399
Leather.....	30	10, 309	28	105	58	10, 414
Machinery.....	88	37, 346	66	5, 382	154	42, 728
Maritime.....	38	102, 244	78	35, 201	116	137, 445
Mining.....	32	455, 062	31	52	63	455, 114
Motion picture.....	8	3, 383	14	12, 021	22	15, 404
Nonferrous metals.....	40	26, 900	9	283	49	27, 183
Paper and printing.....	59	18, 030	43	1, 428	102	19, 458
Petroleum.....	11	1, 311	46	6, 981	57	8, 292
Professional service.....	10	7, 610	14	117	24	7, 727
Rubber.....	28	9, 851	12	13	40	9, 864
Stone, clay, and glass.....	68	9, 234	36	744	104	9, 978
Tobacco.....	10	18, 627	5	8, 702	15	27, 329
Textile.....	173	86, 630	295	51, 804	468	138, 434
Trade.....	79	18, 504	92	1, 285	171	19, 789
Transportation.....	111	119, 564	137	369	248	119, 933
Transportation equipment.....	4	1, 204			4	1, 204
Utilities.....	9	13, 602	10	10	19	13, 612
Unclassified.....	37	5, 911	391	27, 241	428	33, 152

## *Cost and Standards of Living*

---

### INCOME AND EXPENDITURES OF WAGE EARNERS' FAMILIES IN CANADA

THE Bureau of Statistics of Canada recently made a survey of income and expenditures of a group of wage-earner families earning from \$450 to \$2,500 in the year ending September 30, 1938.<sup>1</sup> The group studied included 1,135 British and 211 French families. It was found that the father provided about 93 percent of the family income in the British families and 91 percent in the French families. Of the British families, 32 percent owned their homes and 33 percent owned automobiles, whereas only 6 percent of the French families were homeowners and 10 percent had automobiles.

The proportions of the family income expended in the major consumption groups were quite similar for the British and the French families, the proportion paid out for food by the former being 27.2 percent and by the latter 30.3 percent. The corresponding proportions for shelter were 17.3 and 16.7 percent; and for clothing 10.1 and 11.9 percent. Savings, which included life-insurance premiums, constituted 9.4 percent of the total expenditure in both groups of families. About the same percentage of expenditures was financed from credit or from savings of previous years.

In all of the 1,439 families included in the study, both parents and one or more children were in the household, and some families had one lodger or domestic.

Completed records were obtained from 1,135 families of British origin in Charlottetown, Halifax, St. John, Montreal, Ottawa, Toronto, London, Winnipeg, Saskatoon, Edmonton, and Vancouver; an additional 211 records were collected from French families in Montreal and Quebec; and 93 from families of other racial origin in Montreal and Winnipeg. Separate analyses of records for the English and French family groups have been made, but the similarity of family living expenditure patterns in these cities (shown in earlier releases) was considered sufficient to justify computation of composite averages including data for all cities. The number of "other race" family records was not considered sufficient to form significant averages for the family-income groups chosen.

Variations in family composition and in economic position may be noted at progressive levels of family income. The British families

<sup>1</sup> Canada. Department of Trade and Commerce. Dominion Bureau of Statistics. *Family Living Expenditures in Canada; Wage-Earner Family Expenditure and Income, and Family Composition in Relation to Urban Wage-Earner Family Living Expenditures*. Ottawa, 1939.

averaged about the same number of persons throughout the yearly income ranges from \$400 to \$2,400. "This was paralleled by an equally consistent average number of children, which centered closely around 2.3." For the families of French extraction, however, the number of children increased markedly from an average of 2.1 in the \$400 to \$799 income range, to 4.9 for families with incomes of \$2,000 or more. Average earnings of family members other than the father in the French group were somewhat above those for other members in the British group, but the difference was not great enough to explain the variations in relationships between income and family size in the two racial groups.

"A much sharper rate of increase in actual shelter costs indicated that there was more concern over qualitative attributes of the home than the provision of more living space, as income increased. The average number of rooms per person was almost constant at 0.9 for French families, while for British families it increased moderately from 1.0 in the \$400 to \$799 income range, to 1.3 for families with \$2,400 or more per annum. The proportion of home owners tended to rise materially as income mounted; and the same was true of motorcar owners."

TABLE 1.—*Family Characteristics at Progressive Income Levels, 1938*

Nationality and annual income	Number of families	Average number of—		Average age of father	Average number of rooms per person	Percent of families—	
		Persons per family	Children per family			In owned homes	With motorcars
British families.....	1, 135	4.4	2.3	41	1.2	32.0	33.2
\$400-\$799.....	45	4.5	2.4	36	1.0	8.9	4.4
\$800-\$999.....	108	4.3	2.2	39	1.1	23.1	24.1
\$1,000-\$1,199.....	184	4.4	2.3	39	1.1	28.3	13.0
\$1,200-\$1,399.....	236	4.3	2.2	40	1.1	25.8	32.2
\$1,400-\$1,599.....	212	4.3	2.2	42	1.2	34.9	38.2
\$1,600-\$1,799.....	118	4.3	2.2	41	1.3	41.5	42.4
\$1,800-\$1,999.....	91	4.6	2.4	42	1.2	45.1	41.8
\$2,000-\$2,399.....	100	4.7	2.4	44	1.3	38.0	55.0
\$2,400 and over.....	41	4.6	2.4	42	1.3	46.3	63.4
French families.....	211	5.3	3.2	39	.9	6.2	10.0
\$400-\$799.....	27	4.2	2.1	35	.9	3.7	7.4
\$800-\$1,199.....	62	4.9	2.8	35	.9	0	0
\$1,200-\$1,599.....	68	5.1	2.9	40	.9	8.8	11.8
\$1,600-\$1,999.....	34	6.6	4.4	41	.8	11.8	23.5
\$2,000 and over.....	20	6.9	4.9	48	.9	10.0	15.0

### *Number of Children in Relation to Family Living Expenditures*

The annual expenditure, including savings, for the British families, averaged \$1,590; and for the French families, \$1,469. For British families with one child and for those with five children, the average expenditure dropped below \$1,550, but in families with two and four children the averages tended to be above \$1,600. For the French group of families, however, the average annual expenditure rose from



\$1,190 for families with one child, to \$1,774 for households with five or more children.

The distribution of expenditures by budget groups indicates the influence of variations in family size. The percentage of expenditure for food in the British families rose gradually from 24.6 for 1-child households to 35.1 for households with 5 children. For clothing, the proportion was less striking, 9.6 percent for 1-child families to 11.2 percent for the large families. Expenditures in French families followed similar lines, but the percentages were somewhat modified by the fact that the average family income in this group tended to be higher with the increase in the number of children.

TABLE 2.—*Living Expenditures of British and French Families in Canada, by Number of Children, Year Ended September 30, 1938*

Coverage and item	British families with—						French families with—					
Number of children per family.....	1 child	2 children	3 children	4 children	5 children or over	Average (2.3 children)	1 child	2 children	3 children	4 children	5 children or over	Average (3.2 children)
Number of families.....	343	382	245	116	49	1,135	46	38	49	31	47	211
Total expenditure.....	\$1,548	\$1,632	\$1,584	\$1,619	\$1,523	\$1,590	\$1,190	\$1,386	\$1,468	\$1,523	\$1,774	\$1,469
Food.....	381	426	459	510	534	433	326	380	436	475	604	445
Housing.....	287	287	253	265	239	276	228	237	234	263	267	245
Capital expenditure on home.....	11	13	7	2	0	9	0	3	0	0	0	1
Fuel and light.....	91	103	105	111	100	101	54	65	79	77	82	71
Clothing.....	148	163	167	174	170	160	123	167	168	160	245	174
Household operation.....	30	30	28	27	21	29	21	30	26	27	24	25
Furniture.....	97	97	85	94	63	92	116	117	115	99	124	115
Health.....	67	65	76	52	63	67	54	66	60	86	61	64
Personal care.....	24	25	25	25	22	24	16	20	23	21	26	22
Transportation.....	110	95	86	69	59	93	35	52	39	55	50	45
Recreation.....	98	96	93	80	79	93	61	75	80	64	84	73
Savings.....	145	165	140	142	125	150	121	126	157	133	148	138
Children's education and vocation.....	15	21	25	30	19	21	11	24	20	34	34	24
Community welfare and gifts.....	44	46	35	38	29	42	24	24	31	29	25	27
Percentage distribution												
Total expenditure.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Food.....	24.6	26.1	29.0	31.5	35.1	27.2	27.4	27.5	29.7	31.2	34.0	30.3
Housing.....	18.6	17.6	16.0	16.4	15.7	17.3	19.1	17.0	15.9	17.3	15.0	16.7
Capital expenditure on home.....	.7	.8	.5	.1	0	.6	0	.1	0	0	0	.1
Fuel and light.....	5.9	6.3	6.6	6.9	6.5	6.3	4.5	4.7	5.4	5.0	4.7	4.8
Clothing.....	9.6	10.0	10.5	10.7	11.2	10.1	10.3	12.1	11.5	10.5	13.8	11.9
Household operation.....	1.9	1.9	1.7	1.6	1.4	1.8	1.8	2.2	1.7	1.7	1.4	1.7
Furniture.....	6.3	5.9	5.4	5.8	4.1	5.8	9.8	8.5	7.8	6.5	7.0	7.8
Health.....	4.3	4.0	4.8	3.2	4.1	4.2	4.6	4.8	4.1	5.7	3.4	4.3
Personal care.....	1.6	1.5	1.6	1.5	1.5	1.6	1.4	1.4	1.6	1.4	1.5	1.5
Transportation.....	7.1	5.8	5.4	4.3	3.9	5.9	2.9	3.8	2.7	3.6	2.9	3.1
Recreation.....	6.3	5.9	5.9	4.9	5.2	5.9	5.1	5.4	5.5	4.2	4.7	5.0
Savings.....	9.4	10.1	8.8	8.8	8.2	9.4	10.2	9.1	10.7	8.8	8.3	9.4
Children's education and vocation.....	.9	1.3	1.6	1.9	1.2	1.3	.9	1.7	1.3	2.2	1.9	1.6
Community welfare and gifts.....	2.8	2.8	2.2	2.4	1.9	2.6	2.0	1.7	2.1	1.9	1.4	1.8

When the average amounts spent per person in these families are taken into consideration, the relation between family size and living expenditures becomes more obvious. Very marked decreases in expenditure per person as family size increases, are shown in nearly all cases. For instance, in the British group the per capita expenditure on food fell from \$127 for families with 1 child to \$74 for families with 5 children; on shelter, from \$96 to \$33; on clothing from \$49 to \$24. In the French group the average expenditure per person on food was \$109 for 1-child families and \$75 for families with 5 or more children. The corresponding figures for housing were \$76 and \$33; for clothing \$41 and \$30. Appreciable reductions were also noted in the average expenditures per person for health, transportation, and recreation, in the larger families.



### RATIONING OF GOODS IN GERMANY

A GERMAN Government decree issued on February 16, 1939, provides for the issuance of cards rationing fat, butter, margarine, fish, and meat, at reduced prices to the needy populace (*Minderbemittelten Bevölkerung*).<sup>1</sup> The cards for the various commodities are of different colors; and in addition, the cards for fats are distinguished by the letter A and the margarine cards by the letter B. The fat card consists of 6 coupons, any one of which can be given in payment for a quarter of a kilogram<sup>2</sup> of butter, cheese, lard, sausage, meat, bacon, tallow, table oil, margarine (higher or medium grade), synthetic table fat, vegetable or animal fat, fish, or smoked fish products, at a price lower than the current rate by  $\frac{1}{4}$  reichsmark.<sup>3</sup>

The margarine card consists of 4 separate coupons, each entitling the holder to buy half a kilogram of margarine at the price fixed by the Government. There is also a supplementary margarine card permitting the purchase of margarine at the Government price.

The food cards are issued by the local public labor and relief offices, not by private persons or organizations. Cards permitting the purchase of food at prices less than the fixed (or "normal") prices may be discounted in the local public treasury.

By the middle of April 1939, food rationing on a larger scale was being urged. Thus, Deutsche Volkswirt, in its issue of April 14, demanded not only food rationing for consumers, but that the food dealers be obliged to supply rations at fixed prices. It also advocated that definite quantities of food for each consumer be provided.

<sup>1</sup> Reichsarbeitsblatt (Berlin), March 5, 1939.

<sup>2</sup> Kilogram = 2.2046 pounds.

<sup>3</sup> Exchange rate of reichsmark in March 1939 = 40 cents.

According to the Associated Press dispatches on August 28 and 29, and September 1, 1939,<sup>4</sup> the German households received ration cards (*Ausweiskarten*) for provisions in the following amounts:

Meat—700 grams <sup>5</sup> a week.

Milk products, oils, or fats—60 grams a day.

Sugar—280 grams a week.

Marmalade—110 grams a week. Instead of marmalade 55 grains of sugar a week may be substituted.

Barley grits, sago, farina, and other pudding products—150 grams a week.

Coffee or coffee substitutes—one-eighth of a pound a week.

Tea—20 grams a month.

Milk—one-fifth of a liter <sup>6</sup> a day.

In addition to these basic quantities, the following persons receive the commodities specified:

Children under 6 years of age—one-half liter of milk a day or, with special permission, a total of seven-tenths of a liter additional of milk daily.

Expectant or nursing mothers—three-tenths of a liter of milk daily or (with special permission) one-half liter of milk daily.

Laborers—50 grams of milk products, oils, or fats daily, or 490 grams a week.

Soap is distributed on the following basis:

Washing soap—125 grams every 4 weeks; or cleaning soap—200 grams every 4 weeks; or toilet soap (in small cakes)—125 grams every 4 weeks, to be purchased on ration card under "Soap 1."

Soap powder—250 grams every 4 weeks; or cleaning soap—200 grams every 4 weeks; or toilet soap—125 grams every 4 weeks; or washing preparations—100 grams every 4 weeks, to be purchased on ration card under "Soap 2."

Other necessities were also rationed by a decree published in the State Law Bulletin on August 28, 1939. Among the restricted goods articles of clothing appear to be of special importance. The decree prescribes the maximum, called "normal," amount of clothing a man may possess in Germany. The clothing rations for a man are as follows: 2 suits, 2 pairs of work pants and blouses, 1 sweater, 1 raincoat, 1 winter overcoat, 2 pairs of winter gloves, 3 shirts, 2 undershirts, 3 pairs of shorts, 2 nightshirts, 6 pairs of socks, and 6 handkerchiefs. The clothing allowance for a woman includes 2 dresses, 2 work uniforms if required, 2 aprons, 1 sweater, 1 raincoat, 1 winter coat, 1 pair of winter gloves, 3 chemises, 3 pairs of drawers, 2 nightgowns, 2 petticoats, 6 pairs of stockings, and 6 handkerchiefs.

Purchase of new clothing in order to bring up or keep to the prescribed above rations may be made only with special permission from the Government. The purchased articles are to be for personal use only. Violations of the new rationing decree are punishable by fine up to 1,000 marks <sup>7</sup> or 50,000 marks or more for particularly flagrant violations.

<sup>4</sup> New York Times for August 28, p. 3, and August 29, pp. 1 and 7

<sup>5</sup> One gram=15.43 grains. (453.5 grams=1 pound.)

<sup>6</sup> Liter=1.0567 quart.

<sup>7</sup> Average exchange rate of mark in June 1939=40.1 cents.



The decree permits each person to have 2 pairs of shoes and 1 pair of slippers, but special Government permission must be obtained for shoe repairs requiring leather.

For each member of the household the following quantities of certain household furnishings are considered "normal:" 4 sheets, 1 blanket or quilt, 1 mattress, 3 face or bath towels, 3 dishcloths, 2 mopcloths, and 2 dusters or polishing cloths.

Fuel for private motor vehicles is sold only upon presentation of a card. Each motor vehicle, including trucks and busses, must have a card. This card, it is announced, will be issued only when the use to which the vehicle is put is "in the general interest."

The German Government authorities have explained that the rationing of consumers' goods does not mean a famine in these goods but is merely a precautionary measure to prevent such famine in the future.

# Minimum Wages and Maximum Hours

## WAGE DETERMINATIONS UNDER PUBLIC CONTRACTS ACT, JULY 1939

WAGE determinations for four industries covering employees engaged in the performance of Government contracts under the Walsh-Healey Act were made during July 1939. This brings the total to 27.<sup>1</sup> The latest industries for which the minimum prevailing wages have been determined are drug and medicine, specialty accounting supply manufacturing, photographic supplies, and soap. In the tabular analysis below, the effective dates, industry definitions, and wage provisions of these determinations are given.<sup>2</sup> For the drug and medicine industry the hourly rate of pay was fixed at 37½ cents, and for the remaining three industries the prevailing minimum was determined to be 40 cents an hour. In all cases the wages may be arrived at on a time or piece-work basis.

### *Principal Provisions of Wage Determinations for Workers Employed in Production of Goods on Public Contracts, July 1939*

Industry and date effective	Commodities included	Minimum-wage determination
Drug and medicine (Aug. 3, 1939).	Drugs (excluding industrial chemicals), medicinal specialties, and pharmaceuticals.	37½ cents an hour or \$15 a week (40 hours). Wages may be arrived at on either a time or piece-work basis.
Specialty accounting supply manufacturing (Aug. 9, 1939).	Specialty accounting supplies, including continuous form stationery, manifold sets, autographic registers, and salesbooks.	40 cents an hour or \$16 a week (40 hours). Wages may be arrived at on either a time or piece-work basis.
Photographic supplies (Aug. 14, 1939).	Cameras, including motion-picture cameras (except 35 millimeter); photostat and blueprint machines; tripods, film rewinders and reels, shutters, and other photographic accessories (except 35 millimeter); such equipment as flashlight apparatus, plate holders; developing apparatus; supplies such as films, photographic paper, and plates; and projectors of all types (except 35 millimeter).	Do.
Soap (Aug. 14, 1939)-----	Soap in bars, cakes, chips, and flakes, and in granulated, powdered, paste, and liquid form, and glycerin; cleansers containing soap, scouring powders, and shaving soaps, and creams containing soap, and washing compounds containing soap.	Do.

<sup>1</sup> For earlier determinations see Monthly Labor Review, issues of July and December 1938; and February, March, and June 1939.

<sup>2</sup> U. S. Department of Labor. Division of Public Contracts. Press release nos. 867, 880-882.

## WAGE AND HOUR REGULATION IN MALTA

A MAXIMUM of 9 hours daily and 54 hours weekly for adult workers, and minimum daily wages of 3s. for men and 2s. 6d. for women, were established in June 1939 for factory and workshop employees in Malta.<sup>1</sup> This action was taken by the Governor in Council under authority granted in an ordinance of February 1938.

The order of June 1939 applies to persons employed in or about any factory or workshop, to those engaged in building operations, and to out-workers (defined as "persons to whom articles or materials are given out by another person to be made up, cleaned, washed, altered, ornamented, repaired, or adapted for sale for the purposes of the trade or business of that other person") regardless of whether the work is done at home or on other premises.

Young persons under 16 years of age may not work over 8 hours per day, exclusive of periods allowed for rest and meals. All employees are entitled to at least 1 hour daily for meals and 1 day off each week. Sunday is the specified day of rest, but if any employee is required to work on that day owing to the nature of his employment, he must be given another day in lieu of Sunday.

Time and one-half the ordinary rate must be paid for overtime. Permission to work overtime may be given by the Commissioner for Labor when he is satisfied that other arrangements cannot be made.

Wages are payable at the following minimum rates per day for different classes of labor:

	s.	d.
Males 21 years of age and over.....	3	0
Females 21 years of age and over.....	2	6
Males 17 and under 21 years of age.....	2	6
Females 17 and under 21 years of age.....	2	0
Juveniles under 17 years of age.....	1	6

Apprentices are to be paid at rates not less than one-third of those listed. The Commissioner for Labor is empowered to approve the employment of apprentices and to fix the number of apprentices who may be employed in any factory or workshop, and the period of apprenticeship. He may also authorize the employment of handicapped workers at wages below the specified level.

The order here summarized also lays down rules for posting notices of existing out-work and piece-work wage scales at the place of work, for keeping records of wages, and for filing reports on employment with the Commissioner for Labor.

<sup>1</sup> Report of Frank A. Henry, American consul at Valletta, Malta.



# Wages and Hours of Labor

## WAGES IN PHILIPPINE PROVINCES, APRIL 1939

IN APRIL 1939, minimum daily wages in various Provinces of the Philippines were as low as 0.12 peso <sup>1</sup> for female agricultural laborers in Capiz and as high as 1.50 pesos for hemp classifiers and mechanics in Davao. Maximum daily wages for the same month ranged from 0.20 peso for female agricultural workers and for industrial and commercial workers in Capiz to 3.00 pesos for skilled laborers in sugar centrals in Bantangas. The minimum, maximum, and average wages per day in other designated Provinces are shown in the following table, which was compiled from reports published in the Philippine Labor Bulletin (Manila), of May 1939:

### Daily Wages in Philippine Provinces, April 1939

[1 peso=about 50 cents in U. S. currency]

Province, industry and occupation	Wages or earnings per day		
	Minimum	Maximum	Average
Albay, Sorsogon and Catanduanes:			
Agriculture:			
Abaca strippers.....	Pesos 0.15	Pesos 0.40	Pesos 0.25
Rice planters <sup>1</sup> .....			(1)
Rice plowmen <sup>2</sup> .....			(2)
Industrial labor:			
Abaca balers.....	.25	.60	.40
Abaca classifiers.....	.80	1.25	1.00
Copra dryers.....	.70	1.00	.80
Copra loaders.....			.80
Commercial workers.....	\$ 9.00	\$ 30.00	\$ 15.00
Bataan:			
Agricultural laborers.....	.50	1.00	.80
Industrial laborers.....	1.00	1.30	1.10
Commercial workers.....	.50	.90	.60
Batangas:			
Agricultural workers.....	.60	1.30	.80
Sugar centrals, common laborers.....	.70	1.20	
Sugar centrals, skilled laborers.....	1.45	3.00	
Cagayan:			
Agricultural laborers.....	.50	1.00	.70
Industrial workers.....	.72	2.00	1.00
Commercial laborers.....	\$ 6.00	\$ 45.00	\$ 15.00
Camarines Norte (Jose Panganiban): Mining employees.....	1.00		
Camarines Sur:			
Agriculture:			
Abaca cleaners.....	.30	.80	.50
Coconut planters.....	4.25	4.40	
Rice field common laborers:			
Without implements and water buffalo.....	4.25	4.50	
With implements and water buffalo.....	.50	1.00	

<sup>1</sup> Prevailing wage 0.15 peso per day with 2 meals.

<sup>2</sup> Prevailing wage 0.50 peso per day with 0.25 peso additional if they use their own *carabaos* (water buffalos).

<sup>3</sup> Per month.

<sup>4</sup> With 2 meals.

<sup>1</sup> 1 peso=about 50 cents in United States currency.

## Daily Wages in Philippine Provinces, April 1939—Continued

Province, industry and occupation	Wages or earnings per day		
	Minimum	Maximum	Average
<b>Industrial workers:</b>			
<b>Lumber industry:</b>			
Large undertakings, common labor	Pesos 0.80		Pesos 1.20
Small undertakings	.60	1.70	.80
<b>Mining industry:</b>			
Surface labor	.70		1.40
Underground labor	1.00		1.40
Rice-mill laborers	4.50	4.80	
Tobacco manufacture, laborers	.20	.70	.50
<b>Capiz:</b>			
Agricultural laborers, female	5.12	5.20	
Agricultural laborers, male	5.20	5.30	
Industrial workers	.15	.20	
Commercial laborers	5.10	6.20	
<b>Cavite:</b>			
Agricultural workers	.80	1.00	.70
Industrial and commercial workers	.70	.80	.75
<b>Cotabato:</b>			
Agricultural laborers	.40	.80	
Industrial workers	12.00	30.00	20.00
Commercial establishments, small, laborers	8.00	35.00	15.00
<b>Davao:</b>			
Common laborers	.40	1.00	
Industrial workers, mechanics	1.50	9.50	
Commercial workers, hemp classifiers	1.50	2.50	
<b>Ilocos Norte:</b>			
Carpenters, skilled	4.50	4.80	
Construction workers (private)	4.25	4.35	
<b>Iloilo and Antique:</b>			
Agricultural workers	.40	.70	.60
Industrial workers	1.00	2.00	1.50
Commercial workers	.70	1.50	1.10
<b>Isabela:</b>			
Agriculture: Farm laborers	7.50	8.100	
Public work, laborers on "paquiao" system			.80
Lumber industry: Sawyers	.80	1.00	
<b>Lanao: Industrial common laborers</b>	.67	1.23	.75
<b>La Union, Abra and Southern Ilocos Sur</b>	.40	1.00	.60
<b>Leyte:</b>			
Agriculture, private, laborers	.30	.50	.40
Industrial workers	.50	.70	.60
Commercial workers (laborers)	.50	.80	.65
<b>Negros Oriental:</b>			
Agricultural laborers	.40	1.50	.55
Industrial laborers	.50	1.50	.70
Commercial workers	.40	1.00	.50
<b>Nueva Ecija:</b>			
Agricultural laborers	.35	.75	.65
Industrial laborers	.60	1.50	1.00
Government project laborers	1.00	1.50	1.20
<b>Pampanga: Common laborers, male and female</b>	.30	1.25	
<b>Surigao and Agusan:</b>			
Agriculture: Coconut huskers	1.00	2.00	1.50
Industrial laborers	.60	2.00	
Commercial establishments, small, laborers	.25	1.00	
<b>Romblon:</b>			
Agricultural common laborers	.20	.30	.25
Industrial workers	.50	.70	.60
Commercial workers	.50	.70	.60
<b>Tayabas: Laborers</b>	10.85	10.1.20	10.1.00
<b>Zambales:</b>			
Agricultural common laborers	.30	.40	.35
Industrial common laborers	.85	1.50	.85
Commercial common laborers	.80	1.00	.85
<b>Zamboanga, City of:</b>			
Agricultural laborers	.40	1.00	.60
Industrial laborers	.40	1.20	.80
Commercial laborers	.50	1.00	.75

<sup>1</sup> Per month.

<sup>2</sup> With 2 meals.

<sup>3</sup> With free board.

<sup>4</sup> Per hour.

<sup>5</sup> With subsistence.

<sup>6</sup> Without subsistence.

<sup>7</sup> Group contract.

<sup>8</sup> Those receiving under 1 peso usually are provided with free board.

## NORWEGIAN RECOMMENDATIONS ON FAMILY ALLOWANCES

THE majority of the committee appointed by the Ministry of Social Affairs of Norway to investigate the expediency of establishing a system of family allowances in that country felt that the State, being responsible for legislation limiting child labor, ought to offset the reduction in family income which results from such limitation.<sup>1</sup> The committee conceded that wages had risen in the course of years but pointed out that family expenses for the rearing and education of children had outstripped wage advances.

The majority of the committee also noted Norway's falling birth rate and concluded that it was "not merely the duty but also in the interests of the State to cope with the financial problems of large families, since the population ought to be maintained at least at the present level."

A family-allowance system applicable, in general, to the whole population was favored by the majority of the committee, and a draft bill was submitted in this connection. According to the report, allowances should be payable for children only, and the State should bear the cost.



## WAGES AND HOURS IN PALESTINE, MARCH 1939

THE prevailing daily wage rates in agriculture in the first quarter of 1939 and the average daily wage rates in manufacturing and construction industries in Palestine in March 1939 were considerably higher for Jewish than for Arab labor.<sup>2</sup> In the orange industry during the picking season of March 1939 the prevailing daily wages ranged from 60–80 mils<sup>3</sup> for Arab women carrying baskets to 600–1,200 mils for Jewish male chief packers. The rates paid Arab and Jewish agricultural labor shown in table 1 are from statistics compiled from data furnished by officers of the Department of Agriculture and Fisheries, by farmers' organizations, and by labor unions. The rates for Jewish labor are based on an 8-hour day. The usual daily hours of agricultural laborers on grain land are 10 to 12; on citrus plantations, 8 to 10.

<sup>1</sup> International Labor Review, International Labor Office, Geneva, July 1939.

<sup>2</sup> Palestine. Office of Statistics. Half-Yearly Wage Rates Statistics Bulletin, No. 7, 1939. Jerusalem, 1939.

<sup>3</sup> Average exchange rate of Palestine pound (1,000 mils) in March 1939—\$4.6854 U. S. currency.



TABLE 1.—*Prevailing Daily Wage Rates in Agricultural Occupations in Palestine, First Quarter of 1939*

[Average exchange rate of mil in March 1939=about half a cent]

Occupation	Jewish labor		Arab labor	
	Men	Women	Men	Women
	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>
Plowing:				
Dry farming.....	200- 250	-----	100-120	-----
Citrus belt.....	200- 300	-----	120	-----
Tree planting, permanent workers in orange groves.....	200- 300	-----	100-150	-----
Tobacco planting.....	250	150	120	80
General laborers:				
Dry farming.....	170- 250	-----	80-100	40-80
Citrus belt.....	170- 200	150-175	100	50-70
Orange industry: <sup>1</sup>				
Orange picking.....	175- 200	150-175	100-150	-----
Porterage:				
Baskets.....	200	-----	100-120	60-80
Cases.....	250- 300	-----	120-200	-----
Orange sorting:				
First class.....	250- 350	250-350	200	-----
Second class.....	175- 250	175-250	150	-----
Orange wrapping.....	150- 250	150-250	150-200	-----
Orange packing:				
Packer, chief.....	600-1, 200	-----	400-600	-----
Packer, assistant.....	300-700	-----	200-400	-----

<sup>1</sup> Rates paid during orange-picking season, recorded in March 1939.

Table 2 gives average daily wages in Palestine for Jewish and Arab labor in manufacturing and construction industries in March 1939 and in September 1938. The figures are based on employers' returns. In March 1939 the average daily wage rate for Jewish hand compositors was 446 mils and for Arabs in the same occupation, 244 mils. At the same time the rate for Jewish male floor tilers was 482 mils, and for Arabs, 283 mils. Unskilled Jewish laborers in construction work were receiving an average of 317 mils per day, and Arab unskilled laborers, 107 mils.

TABLE 2.—*Average Wage Rates in Manufacturing and Construction in Palestine, September 1938 and March 1939<sup>1</sup>*

[Average exchange rate of mil in September 1938 and in March 1939=about half a cent]

Industry and occupation	Jewish labor		Arab labor	
	September 1938	March 1939	September 1938	March 1939
	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>
Building materials: Tile makers, skilled and unskilled, male.....	369	( <sup>2</sup> )	159	137
Woodworking: Carpenters and cabinet makers.....	353	351	236	213
Metal working:				
Fitters.....	360	350	308	294
Iron molders.....	373	364	369	( <sup>2</sup> )
Printing and stationery:				
Linotype operators.....	671	657	-----	-----
Hand compositors.....	436	446	263	244
Machine printers.....	446	448	-----	-----
Bookbinders, male.....	392	389	-----	-----
Bookbinders, female.....	243	223	-----	-----
Cardboard-box and paper-bag makers, male.....	-----	-----	110	111
Cardboard-box and paper-bag makers, female.....	191	187	72	80
Soap and oil:				
Soap-factory workers, male.....	480	440	168	159
Soap-factory workers, female.....	253	250	-----	-----

For footnotes see end of table.

TABLE 2.—Average Wage Rates in Manufacturing and Construction in Palestine, September 1938 and March 1939—Continued

Industry and occupation	Jewish labor		Arab labor	
	September 1938	March 1939	September 1938	March 1939
Textiles:	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>
Weavers, cotton, male	320	320		
Knitters, wool and underwear, male	421	382		
Knitters, hosiery, male	502	487		
Winders, female	228	221		
Finishers, sewers, repairers, female	236	221		
Clothing manufacture: Shirt makers, female	213	188		
Shoe manufacture:				
Stitchers	417	405		
Shoemakers, hand	401	381		
Shoe-factory assistants, female	214	205		
Tobacco and cigarettes:				
Leaf sorters, male			140	144
Leaf sorters, female	190	193	62	
Cigarette packers and labelers, male			131	139
Cigarette packers and labelers, female	232	231		
Food industries: Bakers	505	503	253	228
Construction:				
Masons	575	(3)	354	(2)
Stone dressers	516	(3)	272	26
Steel benders	455	483	286	(2)
Shutterers	476	446	281	234
Plasterers	486	483	331	344
Painters	371	435	254	298
Floor tilers	512	482	314	280
Unskilled laborers	326	317	117	107

<sup>1</sup> The figures contained in this table were extracted from the returns supplied by individual employers in the form of frequency tables with a class interval of 50 mils. It is, therefore, not improbable that in some cases the true average rates are slightly higher or slightly lower than shown in the table. These deviations cannot, however, exceed 25 mils.

<sup>2</sup> Piece work; the figures given represent average daily earnings.

<sup>3</sup> Data not available.

In table 3 union wage rates in certain occupations in manufacturing in March 1939 are presented for Jerusalem, Tel Aviv, and Haifa. The rates are for an 8-hour day. The figures were furnished to the Palestine Office of Statistics by the General Federation of Jewish Labor in that country.

TABLE 3.—Union Daily Wage Rates in Manufacturing and Construction in Jerusalem, Tel Aviv, and Haifa, March 1939

[Average exchange rate of mil in March 1939=about half a cent]

Industry and occupation	Union wage rates in—		
	Jerusalem	Tel Aviv	Haifa
Stone quarries and building materials manufacture:	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>
Quarrymen, first class	450		400-500
Quarrymen, second class	400		400-500
Quarrymen, third class	350		400-500
Quarrymen, unskilled	300	350	330-400
Silicate-brick makers		350	400-500
Cement-brick makers		350	400
Tile makers, skilled, male	250-300	250-350	400-500
Tile makers, unskilled, male	250	250	400
Tile makers, female	250		270-300
Mosaic workers:			
Molders	325-350	400-450	450-500
Polishers, finishers, male	275-300	250-300	400
Polishers, finishers, female		250	270-300
Woodworking:			
Building carpenters, first class	400	350-400	700
Building carpenters, second class	300	300-350	500-600
Building carpenters, third class	250	250-300	350-400
Cabinetmakers, first class	450	400	700

TABLE 3.—Union Daily Wage Rates in Manufacturing and Construction in Jerusalem, Tel Aviv, and Haifa, March 1939—Continued

Industry and occupation	Union wage rates in—		
	Jerusalem	Tel Aviv	Haifa
Woodworking—Continued.	<i>Mils</i>	<i>Mils</i>	<i>Mils</i>
Cabinetmakers, second class	350	300	500-600
Cabinetmakers, third class	300	250	350-400
Machine sawyers	250-350	250-400	350-400
Bus-body builders (woodworks)		350-400	
Metalworking:			
Locksmiths, fitters, first class	500	500	550-600
Locksmiths, fitters, second class	400	450	450
Locksmiths, fitters, third class		300-400	350
Blacksmiths, forgers, first class	500	600	550-650
Blacksmiths, forgers, second class	400	450	450
Blacksmiths, forgers, third class		250-300	
Iron molders, first class		500	500
Iron molders, second class		450	450
Iron molders, third class		350	
Turners, first class	520	650	600-750
Turners, second class	400	500	500-550
Turners, third class		400	400-450
Semiskilled workers in small workshops	200-300	225-275	225-300
Soap and oil: Oil-mill workers, male		300-400	390-480
Clothing manufacture:			
Tailors, machine		300-600	350-500
Tailors, hand		150-500	350-500
Finishers, female		150-250	
Shirt makers, female		150-350	175-350
Sewers, workers' clothes, male		150-400	
Sewers, workers' clothes, female		150-250	200-250
Leather working:			
Tanners, machine		400-500	
Tanners, hand		300-500	
Food industries:			
Chocolate makers and packers, male		300-350	330
Chocolate makers and packers, female		180-250	200
Aerated-water-machine operators, male		400-450	350-450
Bottlers, washers, female		200	220

### Hours of Labor in Specified Industries

Prevailing hours of labor in Palestine in manufacture and construction at the end of March 1939, as indicated in employers' reports, are presented in table 4. For Jewish labor an 8-hour day is the rule; in some cases where both Jewish and Arab workers are employed and in a number of small undertakings the working day is longer. In certain other cases, however, in which mixed labor is used, both Jews and Arabs have an 8-hour day.

In numerous undertakings, especially in printing establishments, the weekly hours of Jewish employees are less than 48, being in the great majority of cases 47.

TABLE 4.—*Daily Hours of Work in Manufacture and Construction in Palestine, End of March 1939*

Industry	Daily hours of work		Industry	Daily hours of work	
	Jewish labor	Arab labor		Jewish labor	Arab labor
Stone quarries.....	8	8-10	Tobacco and cigarettes.....	8	8
Manufacture of building material.....	8	(1)	Bakeries.....	8	9-10
Woodworking.....	8	9-10	Oil and soap.....	8	8-9
Metal works.....	8	2 8	Shoe manufacture.....	8	(1)
Printing and stationery.....	8	8-9	Clothing manufacture.....	8	(1)
Textiles.....	8	8	Building.....	8	8½-10

<sup>1</sup> No information available.<sup>2</sup> At large workshops.

### WAGES IN SWITZERLAND, 1938

THE downward trend in wages in Switzerland which began in 1932 was arrested in 1937 when a slight increase for certain categories of workers was registered. The improvement in the wage situation was more marked in 1938, as there was an increase in hourly and weekly rates for nearly all classes of workers, according to the annual report<sup>1</sup> of wages in certain industries published by the Federal Bureau of Industry, Arts and Trades, and Labor. These wage statistics are secured from declarations of wages paid to workers injured in industrial accidents. The wages reported include supplementary allowances and are those which the individual workers were receiving when the accidents occurred. The reports for 1938 covered 76,450 workers, of whom 60,862 reported hourly earnings, and 15,588 daily earnings. No average was computed for the different classes in an industry unless at least 50 reports were received for the particular class. The increases in hourly earnings in 1938 as compared with 1937 ranged from 1.9 percent to 3.6 percent for adult male workers, and amounted to 4.1 percent for female workers, and 4.8 percent for young workers of both sexes. Hourly wages, which are more indicative of the general wage movement than daily wages, increased slightly more than daily wages. A comparison of the average daily wages of adult males in 1938 with wages in 1913 shows that the increases for these workers ranged from 100 to 112 percent; for women, the increase was 97 percent; and for young persons, 37 percent. Hourly earnings for the same groups had increased from 112 to 123 percent, 143 percent, and 52 percent, respectively. The reason for the greater increase in hourly earnings is found in the reduction in working hours since the war. The purchasing power of wages based on the cost-of-living index increased in 1938 over 1937, as there was very little change in the index—137.0 in 1938 and 136.7 in 1937—so that real wages

<sup>1</sup> *La Vie Économique*, Berne, June 1939, p. 311.



increased nearly as much as nominal wages. The increase in purchasing power ranged from 1.7 percent to 3.1 percent for adult males, and amounted to 3.9 percent for women and 4.6 percent for young persons. The largest wage increases were in the four principal cities—Zurich, Berne, Basel, and Geneva.

The following table shows the average daily and hourly earnings reported for the different classes of workers in the various industries in 1938.

*Average Daily and Hourly Earnings of Workers in Specified Industries in Switzerland in 1938*

[Average exchange rate of Swiss franc in 1938=22.87 cents]

Industry	Average daily earnings (in francs) of —					Average hourly earnings (in francs) of —				
	Fore- men and master work- men	Skilled and semi- skilled work- ers	Un- skilled work- ers	Wom- en 18 years of age and older	Young per- sons under 18 years of age	Fore- men and master work- men	Skilled and semi- skilled work- ers	Un- skilled work- ers	Wom- en 18 years of age and older	Young per- sons under 18 years of age
Average, all occupations.....	16.53	12.11	9.58	6.34	4.04	1.59	1.37	1.06	0.72	0.52
Metals and machines.....	17.21	10.60	9.25	-----	3.87	1.66	1.38	1.10	.71	.50
Building.....	17.67	12.47	11.07	-----	-----	1.60	1.44	1.08	-----	.73
Wood.....	15.05	9.36	7.60	-----	-----	1.50	1.26	.96	.62	.46
Textiles.....	14.71	10.68	8.40	6.09	3.54	-----	1.11	.92	.70	.45
Watches.....	-----	10.91	-----	5.78	-----	-----	1.38	1.02	.82	.61
Stone and earth.....	-----	11.36	9.70	-----	-----	-----	1.28	1.03	-----	.54
Shoes.....	-----	-----	-----	-----	-----	-----	1.16	-----	.73	.47
Paper.....	-----	12.43	-----	-----	-----	-----	1.30	1.01	.64	.42
Graphic arts.....	-----	15.69	9.63	6.17	-----	-----	1.88	1.03	.73	-----
Chemicals.....	-----	13.76	10.31	-----	-----	-----	1.46	1.26	.75	.58
Food, drink, and tobacco.....	16.80	13.90	11.86	6.35	-----	-----	1.41	1.26	.69	.51
Conveyances.....	-----	10.72	9.79	-----	-----	-----	-----	1.18	-----	-----
Commercial establishments.....	15.97	13.11	11.00	8.51	-----	-----	1.36	1.18	.69	-----
Electric light and power.....	19.05	15.03	11.63	-----	-----	-----	1.52	1.07	-----	-----
Gas and water.....	-----	16.77	15.11	-----	-----	-----	1.71	1.46	-----	-----
Mining and quarrying.....	-----	11.10	7.92	-----	-----	-----	1.22	.99	-----	-----
Forestry.....	-----	9.28	7.34	-----	-----	-----	.91	.88	-----	-----

## *Labor Turn-Over*

---

### LABOR TURN-OVER IN MANUFACTURING, JUNE 1939

MORE workers were hired in manufacturing establishments in June 1939 than in the preceding month or in June 1938, according to the Bureau of Labor Statistics' monthly survey of labor turn-over in manufacturing industries. The accession rate (3.92 per 100 employees) was slightly higher than the total separation rate.

Compared with the preceding month the quit rate increased from 0.68 to 0.73 per 100 employees. The discharge rate was slightly lower and the number of lay-offs decreased from 2.67 to 2.46. The total separation rate fell from 3.48 to 3.31 per 100 workers.

The quit rate showed a sharp rise over June 1938. A slight increase was indicated in the number of discharges. The lay-off and total separation rates were approximately one-third lower than in the corresponding month of last year.

#### *All Manufacturing*

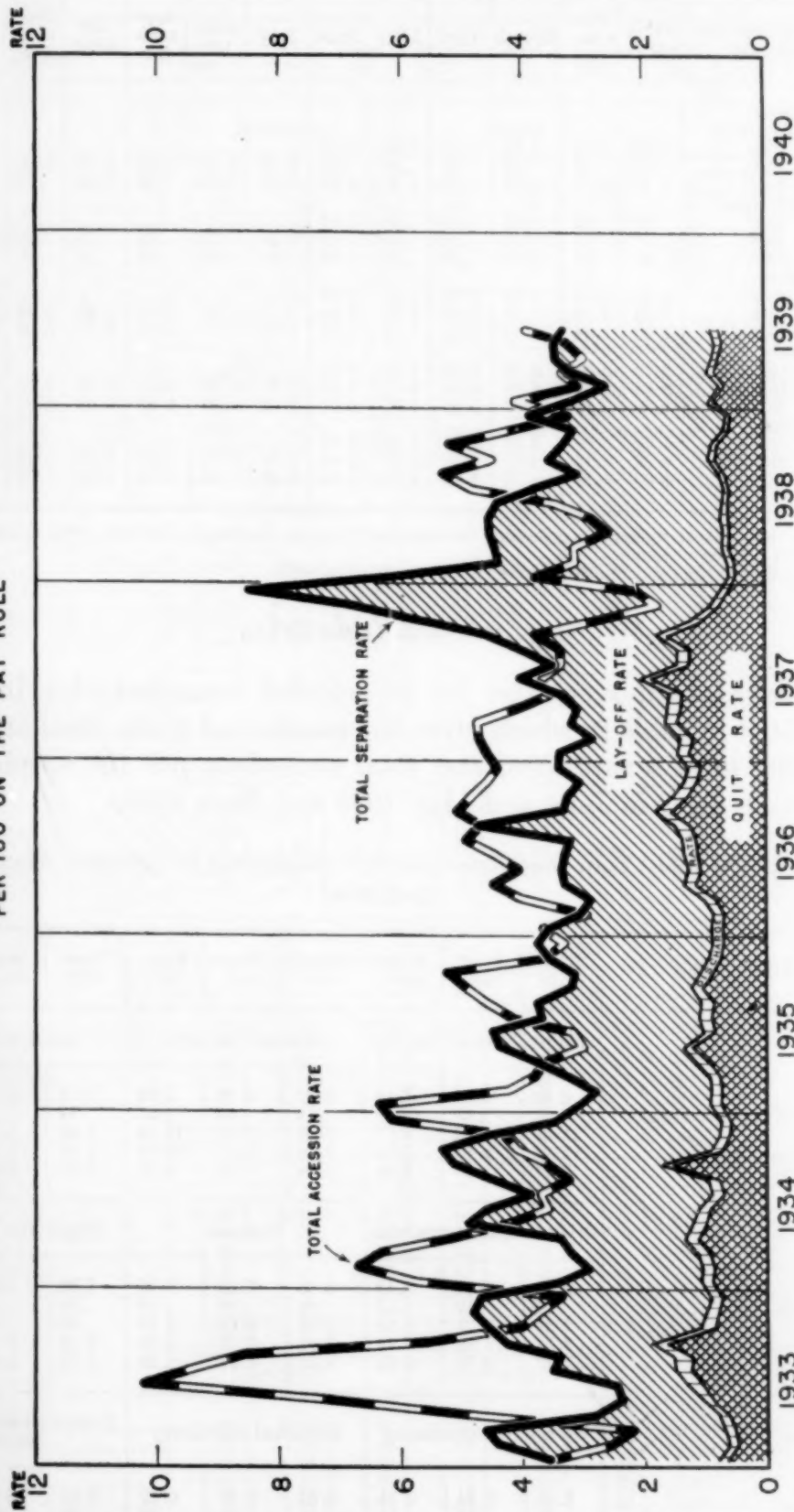
The Bureau of Labor Statistics' survey of labor turn-over covers approximately 5,500 representative manufacturing establishments, which in June employed nearly 2,400,000 workers. The rates represent the number of changes in personnel per 100 employees on the pay rolls during the month.

The rates shown in table 1 are compiled from reports received from representative plants in 144 industries. In the 30 industries for which separate rates are shown (see table 2) reports were received from representative plants employing at least 25 percent of the workers in each industry.

Table 1 shows the total separation rate, classified into quit, discharge, and lay-off rates, and the accession rate for each month of 1937 and 1938 and the first 6 months in 1939, for manufacturing as a whole. The averages of the monthly rates for 1937 and 1938 are also presented.

# LABOR TURN-OVER RATES IN MANUFACTURING

PER 100 ON THE PAY ROLL



UNITED STATES BUREAU OF LABOR STATISTICS

TABLE 1.—Monthly Labor Turn-Over Rates in Representative Factories in 144 Industries<sup>1</sup>

Class of turn-over and year	January	February	March	April	May	June	July	August	September	October	November	December	Average
<b>Separations:</b>													
<b>Quits:</b>													
1939.....	0.85	0.64	0.82	0.76	0.68	0.73							
1938.....	.52	.49	.61	.59	.62	.61	0.59	0.65	0.82	0.78	0.60	0.58	0.62
1937.....	1.27	1.19	1.43	1.38	1.37	1.89	1.25	1.23	1.59	1.05	.72	.60	1.25
<b>Discharges:</b>													
1939.....	.10	.10	.13	.10	.13	.12							
1938.....	.11	.11	.11	.10	.13	.11	.09	.10	.12	.12	.10	.09	.11
1937.....	.21	.22	.24	.23	.21	.19	.21	.19	.19	.10	.16	.14	.20
<b>Lay-offs:<sup>2</sup></b>													
1939.....	2.24	1.87	2.23	2.60	2.67	2.46							
1938.....	5.45	3.79	3.74	3.85	3.82	3.69	3.13	2.33	2.62	2.40	2.44	3.21	3.37
1937.....	1.90	1.44	1.53	1.48	1.79	1.94	2.06	2.67	2.84	4.45	5.99	7.77	2.98
<b>Total:</b>													
1939.....	3.19	2.61	3.18	3.46	3.48	3.31							
1938.....	6.08	4.39	4.46	4.54	4.57	4.41	3.81	3.08	3.56	3.30	3.14	3.88	4.10
1937.....	3.38	2.85	3.20	3.09	3.37	4.02	3.52	3.99	4.62	5.69	6.87	8.51	4.43
<b>Accessions:</b>													
1939.....	4.09	3.06	3.34	2.95	3.29	3.92							
1938.....	3.78	3.13	3.13	2.58	2.84	3.44	4.81	5.29	4.51	5.19	3.24	3.22	3.85
1937.....	4.60	4.71	4.74	4.04	3.56	3.69	3.36	3.36	3.78	2.84	1.79	2.12	3.55

<sup>1</sup> The various turn-over rates represent the number of quits, discharges, lay-offs, total separations, and accessions per 100 employees.

<sup>2</sup> Including temporary, indeterminate, and permanent lay-offs.

### Selected Industries

Detailed turn-over rates for 30 selected manufacturing industries are listed in table 2, which gives the number of quits, discharges, and lay-offs, total separations, and total accessions per 100 employees in reporting firms in June and May 1939 and June 1938.

TABLE 2.—Monthly Turn-Over Rates (per 100 Employees) in Specified Manufacturing Industries

Class of rates	June 1939	May 1939	June 1938	June 1939	May 1939	June 1938	June 1939	May 1939	June 1938
	Automobiles and bodies			Automobile parts			Boots and shoes		
Quit.....	0.56	0.54	0.19	0.67	0.61	0.48	0.74	0.62	0.81
Discharge.....	.07	.07	.05	.14	.15	.07	.12	.11	.11
Lay-off.....	11.92	4.02	7.57	8.25	7.37	12.60	1.09	6.23	3.13
Total separation.....	12.55	4.63	7.81	9.06	8.13	13.24	1.95	6.96	4.05
Accession.....	3.04	2.38	2.54	5.94	3.93	4.65	5.85	2.04	5.07
	Brick, tile, and terra cotta			Cement			Cigars and cigarettes		
Quit.....	0.83	0.73	0.42	0.26	0.32	0.29	1.36	1.39	1.09
Discharge.....	.17	.12	.13	.04	.09	.10	.14	.14	.08
Lay-off.....	2.51	2.21	5.08	2.01	4.62	5.70	.60	.90	1.32
Total separation.....	3.51	3.06	5.63	2.31	5.03	6.09	2.10	2.43	2.49
Accession.....	7.47	9.70	5.48	8.23	5.93	7.58	3.08	3.61	2.57
	Cotton manufacturing			Electrical machinery			Foundries and machine shops		
Quit.....	1.48	1.34	0.91	0.66	0.50	0.59	0.64	0.47	0.71
Discharge.....	.23	.23	.14	.05	.09	.03	.09	.07	.06
Lay-off.....	2.04	2.61	3.22	1.87	2.35	3.48	1.72	1.93	5.31
Total separation.....	3.75	4.18	4.27	2.58	2.94	4.10	2.45	2.47	6.08
Accession.....	3.89	2.96	4.52	3.00	2.09	1.82	2.53	2.28	1.80



TABLE 2.—Monthly Turn-Over Rates (per 100 Employees) in Specified Manufacturing Industries—Continued

Class of rates	June 1939	May 1939	June 1938	June 1939	May 1939	June 1938	June 1939	May 1939	June 1938
	Furniture			Glass			Hardware		
Quit.....	0.85	0.73	0.47	0.38	0.48	0.35	0.51	0.65	0.44
Discharge.....	.20	.19	.23	.06	.19	.11	.16	.14	.07
Lay-off.....	2.64	3.91	2.97	2.19	7.65	5.02	.70	1.50	3.71
Total separation.....	3.69	4.83	3.67	2.61	8.32	5.48	1.37	2.29	4.22
Accession.....	5.88	5.31	4.61	4.25	2.53	4.72	2.05	1.51	1.19
	Iron and steel			Knit goods			Machine tools		
Quit.....	0.36	0.35	0.40	0.91	0.95	0.82	0.60	0.75	0.45
Discharge.....	.04	.05	.03	.10	.08	.09	.06	.05	.06
Lay-off.....	.59	1.16	3.42	1.95	1.73	2.18	.59	.36	2.72
Total separation.....	.99	1.56	3.85	2.96	2.76	3.09	1.25	1.16	3.23
Accession.....	1.95	1.10	1.12	2.98	1.87	2.96	4.01	3.56	.84
	Men's clothing			Paints and varnishes			Paper and pulp		
Quit.....	0.85	0.69	0.84	0.92	0.88	0.61	0.52	0.50	0.46
Discharge.....	.09	.06	.06	.06	.17	.07	.14	.12	.11
Lay-off.....	2.76	5.71	7.64	.92	1.64	1.92	1.06	1.17	.77
Total separation.....	3.70	6.46	8.54	1.90	2.69	2.60	1.72	1.79	1.34
Accession.....	8.91	3.93	10.13	2.31	2.63	1.88	1.70	1.53	1.80
	Petroleum refining			Printing and publishing					
				Book and job			Newspapers		
Quit.....	0.57	0.28	0.40	0.44	0.52	0.32	0.36	0.28	0.36
Discharge.....	.10	.14	.04	.19	.13	.14	.07	.09	.08
Lay-off.....	1.71	1.68	1.28	3.14	3.48	2.68	1.77	2.10	2.39
Total separation.....	2.38	2.10	1.72	3.77	4.13	3.14	2.20	2.47	2.83
Accession.....	5.57	4.30	2.05	3.73	4.23	3.29	.94	2.68	1.30
	Radios and phonographs			Rayon and allied products			Rubber boots and shoes		
Quit.....	2.04	1.45	0.85	0.60	0.51	0.80	0.76	0.88	0.31
Discharge.....	.11	.12	.28	.15	.15	.10	.07	.04	.01
Lay-off.....	1.55	1.94	4.24	1.72	1.79	2.88	1.87	4.93	1.07
Total separation.....	3.70	3.51	5.37	2.47	2.45	3.78	2.70	5.85	1.39
Accession.....	7.87	8.73	6.54	3.74	2.30	1.77	3.43	1.91	6.68
	Rubber tires			Sawmills			Silk and rayon goods		
Quit.....	0.39	0.51	0.47	1.04	1.14	1.01	0.85	1.10	0.95
Discharge.....	.08	.07	.04	.37	.20	.22	.06	.06	.08
Lay-off.....	1.78	2.66	.96	2.42	2.24	6.61	2.20	4.67	9.16
Total separation.....	2.25	3.24	1.47	3.83	3.58	7.84	3.11	5.83	10.19
Accession.....	3.11	1.19	1.32	5.64	6.29	5.59	3.53	1.90	2.96
	Slaughtering and meat packing			Steam and hot-water heating apparatus			Woolen and worsted goods		
Quit.....	0.60	0.58	0.51	0.71	0.65	0.38	1.19	0.96	0.56
Discharge.....	.15	.14	.16	.07	.07	.10	.09	.09	.04
Lay-off.....	5.14	3.48	5.27	.37	1.22	.94	1.71	1.90	5.62
Total separation.....	5.89	4.20	5.94	1.15	1.94	1.42	2.99	2.95	6.22
Accession.....	7.49	7.35	6.40	2.09	1.34	1.76	6.98	11.85	9.00

## LABOR TURN-OVER IN FOUNDRIES AND MACHINE SHOPS, 1937 AND 1938<sup>1</sup>

SIGNIFICANT changes in the type of separations occurred in foundries and machine shops during 1937 and 1938. In 1937 voluntary separations accounted for nearly one-third of the total separations, while in 1938 only one-eighth of the total was reported as quits. Discharges represented 7 percent of all separations in 1937 and 2 percent in 1938. Sixty-two percent of the total separations were reported as lay-offs in 1937 and 86 percent in 1938. The sharp decrease in the number of quits in 1938 compared with 1937 and the greater number of lay-offs reported in 1938 may be accepted as an accurate gauge of employment conditions within the industry. As the number of quits reported for all manufacturing showed virtually the same percentage of decrease, it may be assumed that similar conditions prevailed in other manufacturing industries.

### *Foundries and Machine Shops Compared With All Industries*

The annual quit rates for foundries and machine shops were lower in both years than the all-manufacturing rates. The discharge rate was lower in 1938 than in the preceding year in both groups. Foundries and machine shops showed a lay-off rate of 28.02 per 100 employees in 1937 and 43.39 in 1938, compared with 35.67 in 1937 and 40.56 in 1938 for all manufacturing. In 1937 the total separation rate for foundries and machine shops was lower than the all-industry rate; in 1938 it was slightly higher.

There were more workers hired for every 100 on the pay roll in foundries and machine shops in 1937 than in all manufacturing. In 1938, however, the accession rate for foundries and machine shops declined to the lowest level on record (29.24)<sup>2</sup> while the all-industry rate increased from 42.47 in 1937 to 46.06 per 100 employees in 1938. The number of workers employed in plants included in the survey constitute approximately 25 percent of the total employment in foundries and machine shops based on the census of manufactures, 1937.

Table 1 shows labor turn-over rates in all manufacturing and in foundries and machine shops, 1937 and 1938.

<sup>1</sup> Prepared under the direction of Herman B. Byer, Chief of the Bureau's Division of Construction and Public Employment. For previous articles on labor turn-over in foundries and machine shops see *Monthly Labor Review*, February 1934, p. 347; and October 1937, p. 940.

<sup>2</sup> *Monthly Labor Review*, July 1937, p. 167.

TABLE 1.—*Labor Turn-Over Rates in all Manufacturing and in Foundries and Machine Shops, 1937 and 1938*<sup>1</sup>

Item	Separations								Accessions	
	Quits		Discharges		Lay-offs <sup>1</sup>		Total			
	1938	1937	1938	1937	1938	1937	1938	1937	1938	1937
All manufacturing-----	7.44	15.02	1.29	2.37	40.56	35.67	49.29	53.06	46.06	42.47
Foundries and machine shops---	5.91	14.12	.93	3.02	43.39	28.02	50.23	45.16	29.24	43.94

<sup>1</sup> The rates for foundries and machine shops are based on reports from 426 plants which reported turn-over each month during the 2 years. The annual quit, discharge, and lay-off, total separation, and accession rates are found by taking the total for each class of turn-over during the 12 months as the numerator. The denominator is the average of 12 monthly averages each found by taking the reported number of employees at the beginning and at the end of each month and dividing by 2. The resulting fraction is multiplied by 100 to secure the rate on a basis of "per 100 employees."

<sup>2</sup> Including temporary, indeterminate, and permanent lay-offs.

### *Distribution of 426 Foundries and Machine Shops, by Turn-Over Rates, 1937 and 1938*

The number of firms having fewer than 5 quits per 100 workers increased from 27 percent of the total in 1937 to 70 percent in 1938. The percentage of the total number of workers in this group rose from 14 in 1937 to 72 in 1938. The number of establishments with quit rates of 25 or more decreased from 18 percent in 1937 to 2 percent in 1938.

The number of plants registering a discharge rate of less than 1 per 100 increased from 44 percent with one-third of the total number of employees in 1937, to 71 percent with nearly three-fourths of the workers in 1938.

In 1938, about one-third of the plants, employing 30 percent of the workers, and in 1937, 45 percent of the establishments with slightly more than one-half of the employees, reported a lay-off rate of less than 20 per 100. There were nearly twice as many firms in 1938, compared with 1937, having a lay-off rate of 90 or more per 100 employees.

The number of firms and employees having a total separation rate of less than 20 per 100 did not vary greatly between the 2 years. The same was true of those showing a total separation rate of 90 or more per 100 persons on the pay roll.

In 1938 more than one-half of the workers were employed in plants reporting an accession rate of less than 20 per 100. In 1937 slightly more than one-tenth were in this group. There was a nominal decrease in 1938 compared with 1937 in the number of plants registering an accession rate of 70 or more per 100 employees.

The distribution of 426 foundries and machine shops, according to their turn-over rates in 1937 and 1938, is shown in table 2. These establishments had 132,665 employees in 1938, as compared with 177,131 in 1937.

TABLE 2.—Distribution of Foundries and Machine Shops by Turn-Over Rates, 1937 and 1938

Class and rate of turn-over	Establishments				Employees			
	1938		1937		1938		1937	
	Simple percent-age	Cumulative percent-age	Simple percent-age	Cumulative percent-age	Simple percent-age	Cumulative percent-age	Simple percent-age	Cumulative percent-age
Quits:								
Under 2.5.....	41.5	41.5	20.1	20.1	24.6	24.6	9.8	9.8
2.5 and under 5.0.....	28.2	69.7	7.3	27.4	47.4	72.0	4.2	14.0
5.0 and under 7.5.....	12.7	82.4	9.6	37.0	14.5	86.5	13.2	27.2
7.5 and under 10.0.....	7.3	89.7	10.6	47.6	5.0	91.5	23.4	50.6
10.0 and under 15.0.....	4.5	94.2	15.7	63.3	4.3	95.8	17.3	67.9
15.0 and under 20.0.....	3.3	97.5	9.2	72.5	1.1	96.9	8.9	76.9
20.0 and under 25.0.....	.5	98.0	9.4	81.9	.6	97.5	12.0	88.8
25.0 and under 30.0.....	.9	98.9	4.7	86.6	.6	98.1	3.9	92.7
30.0 and under 35.0.....	.2	99.1	3.8	90.4	.1	98.2	1.4	94.1
35.0 and over.....	.9	100.0	9.6	100.0	1.8	100.0	5.9	100.0
Total.....	100.0		100.0		100.0		100.0	
Discharges:								
Under 0.5.....	61.1	61.1	36.4	36.4	53.4	53.4	21.9	21.9
0.5 and under 1.0.....	9.9	71.0	7.3	43.7	19.0	72.4	11.3	33.2
1.0 and under 2.0.....	16.2	87.2	12.4	56.1	16.2	88.6	18.4	51.6
2.0 and under 3.0.....	4.2	91.4	11.0	67.1	4.4	93.0	14.8	66.4
3.0 and under 4.0.....	2.8	94.2	7.5	74.6	2.2	95.2	12.9	79.3
4.0 and under 5.0.....	1.4	95.6	4.5	79.1	.9	96.1	4.2	83.5
5.0 and under 7.0.....	1.9	97.5	5.4	84.5	2.5	98.6	3.8	87.3
7.0 and under 9.0.....	.9	98.4	4.7	89.2	.8	99.4	6.1	93.4
9.0 and under 11.0.....	0	0	3.5	92.7	0	0	2.9	96.3
11.0 and over.....	1.6	100.0	7.3	100.0	.6	100.0	3.7	100.0
Total.....	100.0		100.0		100.0		100.0	
Lay-offs:								
Under 5.....	9.4	9.4	15.5	15.5	5.2	5.2	16.2	16.2
5 and under 10.....	5.6	15.0	10.8	26.3	12.0	17.2	13.2	29.4
10 and under 20.....	15.5	30.5	18.3	44.6	12.4	29.6	24.4	53.8
20 and under 30.....	13.8	44.3	13.1	57.7	15.7	45.3	14.9	68.7
30 and under 40.....	9.2	53.5	10.8	68.5	10.2	55.5	9.8	78.5
40 and under 60.....	15.5	69.0	13.4	81.9	20.4	75.9	9.1	87.6
60 and under 90.....	17.8	86.8	10.6	92.5	18.0	93.9	7.5	95.1
90 and under 120.....	6.1	92.9	4.0	96.5	2.9	96.8	3.1	98.2
120 and under 150.....	4.0	96.9	2.1	98.6	2.0	98.8	.5	98.7
150 and over.....	3.1	100.0	1.4	100.0	1.2	100.0	1.3	100.0
Total.....	100.0		100.0		100.0		100.0	
Total separations:								
Under 10.....	7.7	7.7	6.1	6.1	4.2	4.2	3.6	3.6
10 and under 20.....	13.8	21.5	14.1	20.2	18.8	23.0	16.6	20.2
20 and under 30.....	12.7	34.2	15.3	35.5	9.9	32.9	26.4	46.6
30 and under 40.....	14.1	48.3	13.1	48.6	17.4	50.3	14.0	60.6
40 and under 60.....	16.2	64.5	17.4	66.0	14.0	64.3	16.3	76.9
60 and under 90.....	19.6	84.1	19.7	85.7	25.7	90.0	13.0	89.9
90 and under 120.....	7.7	91.8	7.5	93.2	5.1	95.1	5.5	95.4
120 and under 150.....	4.7	96.5	3.1	96.3	3.7	98.8	2.4	97.8
150 and under 180.....	1.4	97.9	2.3	98.6	.3	99.1	.9	98.7
180 and over.....	2.1	100.0	1.4	100.0	.9	100.0	1.3	100.0
Total.....	100.0		100.0		100.0		100.0	
Accessions:								
Under 5.....	17.7	17.7	1.6	1.6	26.5	26.5	1.0	1.0
5 and under 10.....	11.7	29.4	3.3	4.9	8.3	34.8	1.7	2.7
10 and under 20.....	17.7	47.1	12.7	17.6	19.5	54.3	9.2	11.9
20 and under 30.....	11.7	58.8	18.1	35.7	14.8	69.1	27.1	39.0
30 and under 40.....	6.1	64.9	16.0	51.7	6.8	75.9	21.8	60.8
40 and under 50.....	8.9	73.8	10.6	62.3	6.4	82.3	11.9	72.7
50 and under 70.....	10.3	84.1	17.6	79.9	6.9	89.2	13.9	86.6
70 and under 110.....	8.2	92.3	13.8	93.7	7.7	96.9	8.8	95.4
110 and under 150.....	4.9	97.2	3.5	97.2	2.4	99.3	1.9	97.3
150 and over.....	2.8	100.0	2.8	100.0	.7	100.0	2.7	100.0
Total.....	100.0		100.0		100.0		100.0	



*Turn-Over Rates, by Size of Plant*

The total personnel changes were lower in both 1938 and 1937 for plants with 100 or more workers on the pay roll than for plants with less than 100 workers. In 1938 the combined separation and accession rate for the larger plants was 78.77 and in 1937, 88.32. The combined rate for the smaller firms was 93.84 in 1938 and 107.15 in 1937. The smaller firms employed an average of 6,092 workers in 1938 and 7,395 in 1937. Plants with 100 or more persons on the pay roll had an average of 126,573 employees in 1938 and 169,736 in 1937.

TABLE 3.—*Labor Turn-Over Rates in Foundries and Machine Shops, by Size of Establishments, 1937 and 1938*

Class of turn-over	Rate per 100 employees in plants employing in—			
	1938		1937	
	Fewer than 100 em- ployees <sup>1</sup>	100 or more employees <sup>1</sup>	Fewer than 100 em- ployees <sup>1</sup>	100 or more employees <sup>2</sup>
Separations.....	53.49	50.07	55.43	44.72
Quits.....	5.17	5.94	14.23	14.12
Discharges.....	1.13	.92	2.96	3.02
Lay-offs.....	47.19	43.21	38.24	27.58
Accessions.....	40.35	28.70	51.72	43.60

<sup>1</sup> 118 plants.

<sup>2</sup> 308 plants.

## *Employment Offices*

---

### OPERATIONS OF PUBLIC EMPLOYMENT SERVICES, JULY 1939

THE activities of the public employment services operated throughout the country in conjunction with the Employment Service Division of the Bureau of Employment Security,<sup>1</sup> during July, continued to reflect the marked improvement in job opportunities which has been evident during recent months. Preliminary reports indicate that private placements reached a new all-time July high, while further declines in the number of persons seeking work brought the active file to the lowest point reported since January 1938.

The number of jobs filled with private employers during the month was more than 36 percent larger than in July 1938, and total placements were more than one-quarter above the level of last year. A total of 213,029 complete private placements were reported. Men were placed in 117,532 of these jobs, up 30.2 percent from last July, and women in 95,497, a gain of 44.9 percent from last year. Placements in public employment showed a slight increase, the 72,882 jobs filled being 2 percent higher than the number reported a year ago.

In addition to these placements 121,270 supplemental placements were made. These represent vacancies filled in which the employment office played a major part but did not handle all of the steps in bringing together worker and job. Normally the greater part of these placements are made in agriculture. In July more than half of the supplemental placements were reported in Texas, while large totals were also shown in Tennessee.

Placement totals for July reflect the usual seasonal decline, complete private placements being 15.3 percent below the total for June. Taking into consideration the smaller number of working days in July, however, the decline in daily rate of private placements was only 9.6 percent from the preceding month.

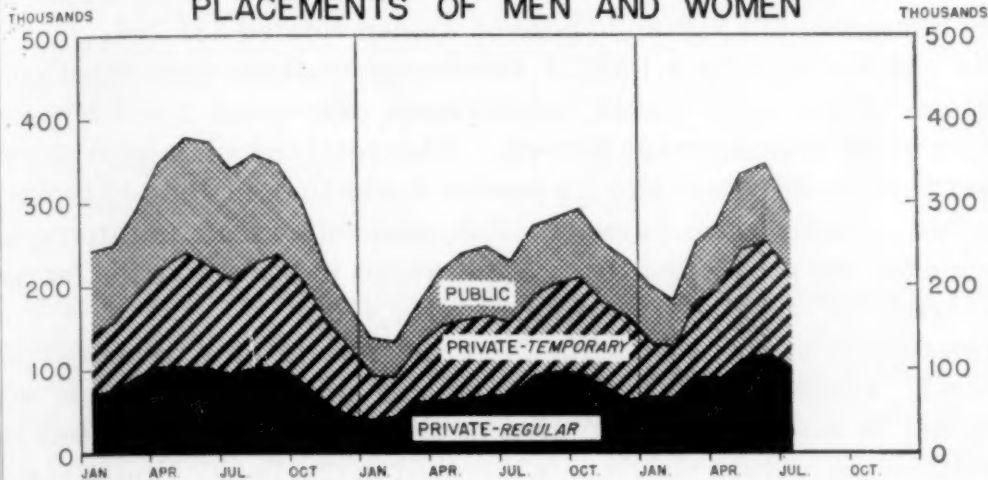
---

<sup>1</sup> Now a Bureau in the Federal Security Agency. Until the Federal Reorganization Act of 1939, this Bureau was in the U. S. Department of Labor and was known as the United States Employment Service.

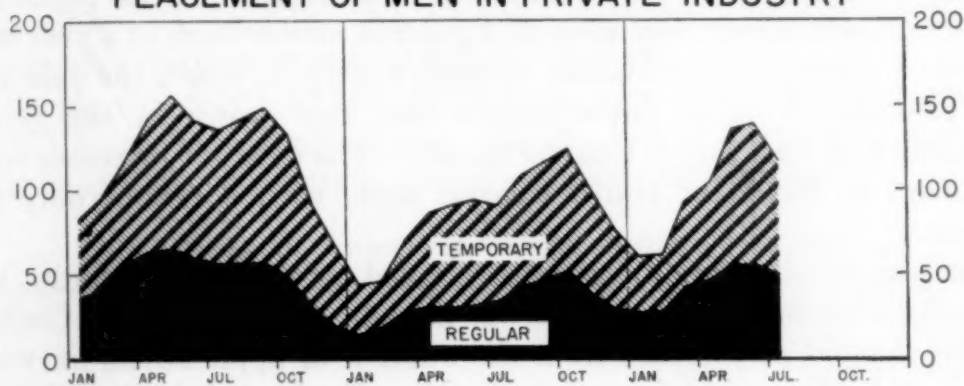
# PLACEMENT ACTIVITIES OF THE PUBLIC EMPLOYMENT SERVICES

JANUARY 1937 THROUGH JULY 1939

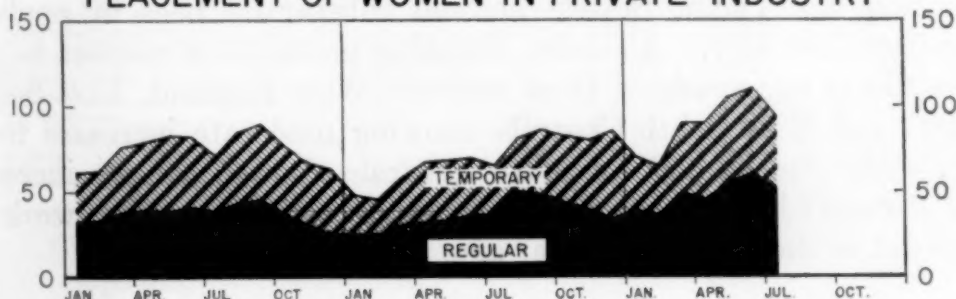
## PLACEMENTS OF MEN AND WOMEN



## PLACEMENT OF MEN IN PRIVATE INDUSTRY



## PLACEMENT OF WOMEN IN PRIVATE INDUSTRY



1937

1938

1939

Coupled with the gains in placements, improvement in job opportunities was reflected in declines both in the number of current applications for employment and in the total number of persons in the active files of the employment offices at the end of the month. Applications for work received during July numbered 1,139,549, of which 494,223 represented new applicants and 645,326 represented renewals of the lapsed applications of previously registered persons. The volume of applications was 8 percent lower than in July 1938 and 9.8 percent less than the number received in June 1939. Applications of men numbered 807,789 and those of women totaled 331,760.

At the end of July 6,100,925 active registrations were reported in the files of the 1,662 public employment offices and 2,653 itinerant points of the Employment Service. This total, which is 24.6 percent lower than in July 1938 and 2.9 percent lower than in June 1939, is the smallest volume since January 1938, and follows an uninterrupted decline for the past 7 months. Applications in the active file for men numbered 4,617,509 and for women 1,483,416.

Improvement in placements from the results of a year ago was general. Gains in total placements and private placements were reported in every geographic area in the country. The greatest improvement in private placements occurred in the Pacific States region, with a gain of 69.7 percent, and in the East North Central region, in which private placements were 63.1 percent above those of a year ago, followed closely by the Middle Atlantic States, in which the gain was 54 percent. Notable improvement was also shown in the South Atlantic and East South Central States. The smallest increases were reported in the West South Central area, with a rise of only 3.2 percent.

Despite the drop in applications received for the entire country, the experience of the various regions was mixed. The East South Central region showed an increase from the number of applications for work reported in June, and four regions—New England, Middle Atlantic, Mountain and Pacific States—showed substantial rises in applications from last July. A similar situation prevailed in respect to the active file of registrations, three regions—New England, East South Central and West South Central—showing moderate increases from June, while one—the West South Central—showed a large increase (12.7 percent) in the number of applicants actively seeking work as compared to the record of a year ago.



During July the personnel of the public employment offices made 165,231 solicitations of employers in efforts to widen job opportunities. During the month 10,721,918 personal visits were received at the employment offices throughout the country.

TABLE 1.—*Summary of Operations, United States, July 1939*

Activity	Number	Percent of change from—		
		June 1939	July 1938	July 1937
Total applications.....	1, 139, 549	-9.8	-8.0	+71.2
New applications.....	494, 223	-13.3	-29.9	+67.5
Renewals.....	645, 326	-7.0	+20.9	+74.2
Total placements.....	285, 911	-16.8	+25.6	-16.2
Private.....	213, 029	-15.3	+36.4	+2.6
Regular.....	104, 722	-10.7	+46.9	+9.3
Temporary.....	108, 307	-19.2	+27.6	-3.1
Public.....	72, 882	-20.9	+2.0	-45.4
Active file (end of month).....	6, 100, 925	-2.9	-24.6	+23.5

Activities for veterans showed similar trends. Placements declined seasonally from June, while private placements for veterans showed a margin above the results of July 1938. Veteran placements numbered 11,858 during the month, of which 7,368 were in private jobs and 4,490 were in public employment. These are all complete placements; in addition a large but undetermined number of supplemental placements were made. No separate data for supplemental placements according to veteran status is available.

During the month 39,746 applications were received from veterans, 10,975 being new applications. At the end of July the active file contained 282,292 veterans actively seeking employment.

TABLE 2.—*Summary of Veterans' Activities, July 1939*

Activity	Number	Percent of change from—		
		June 1939	July 1938	July 1937
Total applications.....	39, 746	-2.2	-16.1	+15.2
New applications.....	10, 975	-6.8	-47.9	+24.1
Renewals.....	28, 771	-1.3	+9.4	+12.1
Total placements.....	11, 858	-17.3	+1.5	-40.7
Private.....	7, 368	-14.8	+13.5	-26.4
Regular.....	2, 651	-7.8	+33.1	-29.1
Temporary.....	4, 717	-18.2	+4.8	-24.8
Public.....	4, 490	-21.1	-15.5	-55.0
Active file (end of month).....	282, 292	-9.5	-35.1	+6.4

TABLE 3.—Activities of Public Employment Offices in the United States, July 1939  
TOTAL

Division and State	Placements <sup>1</sup>					Supple- men- tal place- ments	Field visits	Applications		Active file, July 31, 1939	Per- sonal visits
	Total	Private			Pub- lic			Total	New		
		Num- ber	Per- cent of change from June	Regu- lar, over 1 month							
United States....	285,911	213,029	-15	104,722	72,882	121,270	165,231	1,139,549	494,223	6,100,925	10,721,918
New England....	14,493	9,646	-18	7,045	4,847	431	5,255	68,629	29,469	481,716	729,038
Maine.....	2,760	1,802	-19	1,378	958	97	995	7,588	2,265	37,556	52,078
N. Hampshire.....	1,981	1,493	+3	1,147	488	122	888	5,299	1,618	28,526	33,427
Vermont.....	1,194	794	-13	535	400	13	372	2,796	1,121	17,008	12,394
Massachusetts.....	3,552	1,987	-9	1,516	1,565	57	1,078	25,863	14,291	253,999	370,768
Rhode Island.....	934	700	-17	545	234	35	635	9,330	4,484	39,516	109,925
Connecticut.....	4,072	2,870	-32	1,924	1,202	107	1,287	17,753	5,690	105,111	150,446
Middle Atlantic....	36,619	30,476	-16	18,142	6,143	3,272	25,273	284,242	122,983	1,505,738	2,821,152
New York.....	18,964	15,889	-18	8,986	3,075	996	5,248	131,115	66,044	481,321	1,421,000
New Jersey.....	9,042	8,568	-14	5,012	474	878	11,069	45,131	23,701	269,179	308,081
Pennsylvania.....	8,613	6,019	-15	4,144	2,594	1,398	8,956	107,996	33,238	755,238	1,092,071
E. N. Central....	47,659	40,189	-15	21,935	7,470	4,426	37,446	222,656	92,254	1,150,782	2,328,713
Ohio.....	11,960	9,885	-13	5,324	2,075	1,859	14,367	60,399	26,370	335,954	672,023
Indiana.....	6,166	5,626	-29	3,346	540	1,593	2,599	38,094	15,422	199,730	299,006
Illinois.....	9,446	9,161	-15	4,248	285	358	5,276	46,332	24,090	186,149	538,576
Michigan.....	12,200	9,798	-8	5,504	2,492	266	13,350	50,334	16,837	258,549	696,912
Wisconsin.....	7,797	5,719	-13	3,513	2,078	350	1,884	27,497	9,535	170,400	152,196
W. N. Central....	35,354	24,028	+9	12,098	11,326	2,381	21,647	87,141	37,444	539,593	653,956
Minnesota.....	7,514	5,437	+5	2,874	2,077	892	6,720	15,846	6,596	182,868	185,824
Iowa.....	8,635	5,423	+4	2,020	3,212	246	3,712	16,456	5,671	88,881	131,332
Missouri.....	5,658	4,290	-16	2,355	1,368	83	4,447	28,044	14,481	119,585	165,163
North Dakota.....	5,020	4,519	+159	2,976	501	133	1,209	5,432	2,973	30,757	42,552
South Dakota.....	2,050	712	-31	273	1,338	450	460	2,514	849	32,611	17,879
Nebraska.....	3,443	1,389	-5	639	2,054	138	2,461	7,585	2,609	51,260	49,521
Kansas.....	3,934	2,258	-5	961	776	439	2,638	11,264	4,265	33,631	61,685
South Atlantic....	37,414	21,995	-15	11,667	15,419	1,559	14,458	136,651	62,563	720,670	1,270,345
Delaware.....	1,673	1,146	-18	559	527	41	225	3,484	1,241	13,250	21,722
Maryland.....	3,691	2,739	-5	1,637	952	125	2,143	18,705	7,389	76,009	117,514
Dist. of Col.....	2,749	2,369	-27	1,120	380	45	424	9,238	4,245	34,798	61,895
Virginia.....	6,021	3,140	-16	2,211	2,881	257	1,694	19,552	8,133	50,134	132,020
West Virginia.....	3,344	1,934	-17	1,176	1,410	439	1,797	16,467	4,162	78,866	200,955
North Carolina.....	7,309	3,939	-19	1,931	3,370	382	1,374	21,212	8,303	108,826	250,755
South Carolina.....	2,890	923	-18	586	1,967	49	924	8,812	4,714	111,544	122,828
Georgia.....	7,514	4,734	-12	1,917	2,780	68	4,645	24,478	13,494	176,260	179,721
Florida.....	2,223	1,071	+7	530	1,152	153	1,232	14,703	10,882	70,983	182,935
E. S. Central....	17,297	8,995	-27	4,917	8,302	20,114	6,733	69,605	36,074	426,780	505,227
Kentucky.....	2,441	1,237	-39	632	1,204	343	1,041	15,715	8,707	87,374	91,424
Tennessee.....	3,740	2,815	-38	1,615	925	17,499	2,597	10,657	6,581	134,435	144,905
Alabama.....	3,928	2,721	-27	1,680	1,207	1,193	1,674	17,177	8,028	134,436	159,460
Mississippi.....	7,188	2,222	+15	990	4,966	1,079	1,421	26,056	12,758	70,535	109,438
W. S. Central....	39,275	30,769	-28	10,606	8,506	73,723	29,482	93,577	45,477	531,358	952,663
Arkansas.....	5,105	3,871	-41	973	1,234	1,808	1,876	8,871	4,728	78,429	110,789
Louisiana.....	3,819	3,069	-23	2,247	750	352	3,344	17,718	7,261	112,215	152,124
Oklahoma.....	4,408	3,216	-34	907	1,192	231	3,522	19,030	7,807	54,870	146,597
Texas.....	25,943	20,613	-24	6,479	5,330	71,332	20,740	47,958	25,681	285,844	543,153
Mountain.....	19,131	13,617	-20	5,422	5,514	4,865	10,880	50,854	15,724	200,360	349,558
Montana.....	2,233	941	+18	606	1,292	493	1,424	5,342	1,728	28,290	46,839
Idaho.....	2,914	2,054	-37	751	800	173	1,699	5,352	2,103	13,801	48,700
Wyoming.....	1,260	585	+8	307	675	63	340	2,946	939	10,286	24,766
Colorado.....	6,377	5,093	-14	1,981	1,284	1,023	3,345	14,646	5,177	65,071	107,065
New Mexico.....	1,317	803	-43	419	514	58	1,479	4,550	1,424	32,562	25,219
Arizona.....	1,721	1,445	-24	591	276	2,243	1,408	4,808	1,868	22,361	39,566
Utah.....	2,169	1,797	-18	302	372	769	644	9,900	1,507	22,810	39,281
Nevada.....	1,140	899	-9	465	241	43	541	3,310	978	5,179	18,122
Pacific.....	37,837	32,856	-8	12,695	4,981	10,256	13,604	124,625	51,199	533,965	1,094,391
Washington.....	9,686	8,832	+10	2,623	854	957	3,095	18,792	6,327	93,626	136,302
Oregon.....	5,754	4,139	-28	2,295	1,615	5,358	2,010	12,108	4,916	40,255	121,104
California.....	22,397	19,885	-9	7,777	2,512	3,941	8,559	93,725	39,956	400,084	836,985
Alaska.....	348	208	-14	83	140	45	152	607	318	1,446	6,929
Hawaii.....	484	250	+4	112	234	198	241	962	718	8,517	9,946

<sup>1</sup> Preliminary.<sup>2</sup> Estimated.<sup>3</sup> Partially estimated.

TABLE 3.—Activities of Public Employment Offices in the United States, July 1939—Con.

## MEN

Division and State	Placements <sup>1</sup>					Applications			Active file, July 31, 1939
	Total	Private			Public	Total	New		
		Num-ber	Percent of change from June	Regular, over 1 month			Number	Percent of change from June	
United States.....	189,753	117,532	-16	51,005	72,221	807,789	318,713	-11	4,617,509
New England.....	9,704	4,877	-22	3,447	4,827	42,253	15,865	-23	322,234
Maine.....	1,891	933	-22	659	958	5,665	1,402	-34	29,010
New Hampshire.....	1,457	979	+7	729	478	3,437	976	-35	20,613
Vermont.....	810	411	-18	267	399	1,890	667	-38	12,812
Massachusetts.....	2,364	805	-18	622	1,559	15,010	7,506	-21	168,274
Rhode Island.....	506	272	-23	210	234	5,294	2,460	-2	21,942
Connecticut.....	2,676	1,477	-36	960	1,199	10,957	2,854	-27	69,583
Middle Atlantic.....	18,544	12,538	-18	7,500	6,006	188,723	71,287	-15	1,092,006
New York.....	10,357	7,318	-20	4,033	3,039	82,140	39,751	-9	305,123
New Jersey.....	3,417	2,962	-14	2,026	455	26,891	11,606	-18	188,142
Pennsylvania.....	4,770	2,258	-17	1,441	2,512	79,692	19,930	-24	598,741
East North Central....	28,559	21,205	-14	10,681	7,354	161,305	61,213	-10	919,868
Ohio.....	7,121	5,072	-10	2,536	2,049	42,499	16,780	-20	266,856
Indiana.....	3,224	2,700	-30	1,372	524	25,612	9,786	-13	155,518
Illinois.....	4,880	4,602	-13	1,940	278	35,118	17,634	+10	146,826
Michigan.....	8,332	5,850	-6	3,096	2,482	39,379	11,157	-13	212,915
Wisconsin.....	5,002	2,981	-16	1,737	2,021	18,697	5,856	-15	137,753
West North Central....	26,268	15,054	+25	6,976	11,214	62,080	23,950	-15	415,900
Minnesota.....	5,230	3,175	+25	1,520	2,055	10,594	3,905	-21	143,894
Iowa.....	6,423	3,260	+21	1,032	3,163	11,663	3,505	-33	67,760
Missouri.....	3,642	2,282	-21	1,035	1,360	19,071	9,083	-14	86,469
North Dakota.....	4,225	3,729	+288	2,517	496	4,316	2,314	+98	24,468
South Dakota.....	1,741	403	-29	140	1,338	1,998	545	-35	25,988
Nebraska.....	2,779	752	-10	239	2,027	5,710	1,696	-19	40,482
Kansas.....	2,228	1,453	-7	493	775	8,728	2,902	-8	26,839
South Atlantic.....	27,022	11,659	-18	5,474	15,363	99,059	42,321	-6	528,345
Delaware.....	994	469	-33	230	525	2,264	677	-29	8,919
Maryland.....	2,480	1,530	-16	838	950	13,168	4,723	+11	58,186
Dist. of Columbia.....	1,254	881	-33	372	373	5,349	2,466	-6	22,867
Virginia.....	4,507	1,627	-17	1,160	2,280	14,040	5,601	-13	34,997
West Virginia.....	2,232	827	-27	477	1,405	13,488	2,891	-37	67,949
North Carolina.....	5,309	1,956	-21	839	3,353	14,369	5,374	-18	68,975
South Carolina.....	2,549	589	-12	312	1,960	6,762	3,273	-11	86,016
Georgia.....	5,936	3,162	-12	1,006	2,774	18,794	9,744	+20	126,420
Florida.....	1,761	618	+14	240	1,143	10,825	7,572	-2	54,016
East South Central....	13,069	4,778	-35	2,333	8,291	56,845	28,199	+14	346,118
Kentucky.....	1,769	566	-40	247	1,203	12,498	6,627	-9	71,476
Tennessee.....	2,208	1,283	-53	615	925	7,118	4,435	-21	105,881
Alabama.....	2,957	1,756	-34	1,047	1,201	13,931	6,194	+36	108,716
Mississippi.....	6,135	1,173	+7	424	4,962	23,298	10,943	+48	60,045
West South Central....	26,479	18,042	-29	4,574	8,437	69,293	32,156	-8	429,984
Arkansas.....	3,632	2,414	-49	326	1,218	6,732	3,498	-9	67,402
Louisiana.....	2,248	1,518	-19	1,065	730	13,051	4,989	-16	90,273
Oklahoma.....	2,880	1,700	-40	272	1,180	15,043	5,816	+7	45,756
Texas.....	17,719	12,410	-23	2,911	5,309	34,467	17,853	-9	226,553
Mountain.....	14,873	9,423	-21	3,222	5,450	40,494	10,909	-23	164,763
Montana.....	2,035	754	+24	481	1,281	4,641	1,289	-4	23,762
Idaho.....	2,285	1,439	-40	356	846	4,454	1,572	-20	11,803
Wyoming.....	1,094	424	+15	222	670	2,375	632	-41	8,299
Colorado.....	4,850	3,578	-16	1,110	1,272	11,005	3,405	-13	51,876
New Mexico.....	1,056	546	-51	245	510	3,697	1,014	-19	26,997
Arizona.....	1,224	954	-22	352	270	3,656	1,312	-24	18,494
Utah.....	1,476	1,113	-15	129	363	8,100	938	-52	19,343
Nevada.....	853	615	-10	327	238	2,566	747	-16	4,189
Pacific.....	24,551	19,637	-11	6,671	4,914	86,451	31,999	-14	390,011
Washington.....	7,002	6,160	+13	1,584	842	13,398	3,761	-21	76,171
Oregon.....	4,797	3,188	-26	1,654	1,609	8,917	3,345	-9	29,482
California.....	12,752	10,289	-16	3,433	2,463	64,136	24,893	-13	284,358
Alaska.....	320	180	-9	70	140	535	281	-39	1,236
Hawaii.....	364	139	-1	57	225	751	533	-16	7,044

<sup>1</sup> Preliminary.<sup>2</sup> Partially estimated.

TABLE 3.—Activities of Public Employment Offices in the United States, July 1939—Con.  
WOMEN

Division and State	Placements <sup>1</sup>				Applications			Active file, July 31, 1939
	Total	Private			Total	New		
		Number	Percent of change from June	Regular over 1 month		Number	Percent of change from June	
United States.....	96, 158	95, 497	-15	53, 717	331, 760	175, 510	-17	1, 483, 416
New England.....	4, 789	4, 769	-14	3, 598	26, 376	13, 604	-22	159, 482
Maine.....	869	869	-15	719	1, 923	863	-38	8, 546
New Hampshire.....	524	514	-4	418	1, 862	642	-22	7, 913
Vermont.....	384	383	-7	268	906	454	-31	4, 196
Massachusetts.....	1, 188	1, 182	-1	894	10, 853	6, 785	-23	85, 725
Rhode Island.....	428	428	-13	335	4, 036	2, 024	+10	17, 574
Connecticut.....	1, 396	1, 393	-27	964	6, 796	2, 836	-26	35, 528
Middle Atlantic.....	18, 075	17, 938	-15	10, 642	95, 519	51, 696	-12	413, 732
New York.....	8, 607	8, 571	-16	4, 953	48, 975	26, 293	-9	176, 198
New Jersey.....	5, 625	5, 606	-14	2, 986	18, 240	12, 095	-4	81, 036
Pennsylvania.....	3, 843	3, 761	-14	2, 703	28, 304	13, 308	-24	156, 498
East North Central.....	19, 100	18, 984	-16	11, 254	61, 351	31, 041	-21	230, 914
Ohio.....	4, 839	4, 813	-16	2, 788	17, 900	9, 590	-16	69, 098
Indiana.....	2, 942	2, 926	-27	1, 974	12, 482	5, 636	-26	44, 212
Illinois.....	4, 566	4, 559	-17	2, 308	11, 214	6, 456	-15	39, 323
Michigan.....	3, 958	3, 948	-10	2, 408	10, 955	5, 680	-22	45, 634
Wisconsin.....	2, 795	2, 738	-10	1, 776	8, 800	3, 679	-30	32, 647
West North Central.....	9, 086	8, 974	-11	5, 122	25, 061	13, 494	-27	123, 693
Minnesota.....	2, 284	2, 262	-14	1, 354	5, 252	2, 691	-19	38, 974
Iowa.....	2, 212	2, 163	-14	988	4, 793	2, 166	-34	21, 121
Missouri.....	2, 016	2, 008	-10	1, 320	8, 973	5, 398	-28	33, 116
North Dakota.....	795	790	+1	459	1, 116	659	-32	6, 289
South Dakota.....	309	309	-33	133	516	304	-50	6, 623
Nebraska.....	664	637	+2	400	1, 875	913	-31	10, 778
Kansas.....	806	805	-2	468	2, 536	1, 363	-14	6, 792
South Atlantic.....	10, 392	10, 336	-12	6, 193	37, 592	20, 242	-12	192, 325
Delaware.....	679	677	-2	329	1, 220	564	-10	4, 331
Maryland.....	1, 211	1, 209	+15	799	5, 537	2, 666	+12	17, 823
District of Columbia.....	1, 495	1, 488	-23	748	3, 889	1, 779	+9	11, 931
Virginia.....	1, 514	1, 513	-16	1, 051	5, 512	2, 532	-9	15, 137
West Virginia.....	1, 112	1, 107	-7	699	2, 979	1, 271	-31	10, 917
North Carolina.....	2, 000	1, 983	-17	1, 092	6, 843	2, 929	-10	39, 851
South Carolina.....	341	334	-26	274	2, 050	1, 441	-24	25, 528
Georgia.....	1, 578	1, 572	-13	911	5, 684	3, 750	-19	49, 840
Florida.....	462	453	-2	290	3, 878	3, 310	-17	16, 967
East South Central.....	4, 228	4, 217	-13	2, 584	12, 760	7, 875	-13	80, 662
Kentucky.....	672	671	-37	385	3, 217	2, 080	-21	15, 898
Tennessee.....	1, 532	1, 532	-17	1, 000	3, 539	2, 146	-22	28, 554
Alabama.....	971	965	-12	633	3, 246	1, 834	-10	25, 720
Mississippi.....	1, 053	1, 049	+25	566	2, 758	1, 815	+10	10, 490
West South Central.....	12, 796	12, 727	-25	6, 032	24, 284	13, 321	-17	101, 374
Arkansas.....	1, 473	1, 457	-19	647	2, 139	1, 230	-21	11, 027
Louisiana.....	1, 571	1, 551	-26	1, 182	4, 667	2, 272	-21	21, 942
Oklahoma.....	1, 528	1, 516	-25	635	3, 987	1, 991	-16	9, 114
Texas.....	8, 224	8, 203	-26	3, 568	13, 491	7, 828	-14	59, 291
Mountain.....	4, 258	4, 194	-16	2, 200	10, 360	4, 815	-25	35, 597
Montana.....	198	187	+1	125	701	439	-21	4, 528
Idaho.....	629	615	-28	395	898	531	-23	1, 998
Wyoming.....	166	161	-7	85	571	307	-19	1, 987
Colorado.....	1, 527	1, 515	-7	871	3, 641	1, 772	-11	13, 195
New Mexico.....	261	257	-16	174	853	410	-29	5, 565
Arizona.....	497	491	-27	239	1, 152	556	-24	3, 867
Utah.....	693	684	-23	173	1, 800	569	-53	3, 467
Nevada.....	287	284	-7	138	744	231	-25	990
Pacific.....	13, 286	13, 219	-3	6, 024	38, 174	19, 200	-18	143, 954
Washington.....	2, 684	2, 672	+4	1, 039	5, 394	2, 566	-36	17, 455
Oregon.....	957	951	-32	641	3, 191	1, 571	-4	10, 773
California.....	9, 645	9, 596	-0	4, 344	29, 589	15, 063	-15	115, 726
Alaska.....	28	28	-36	13	72	37	-67	210
Hawaii.....	120	111	+11	55	211	185	-48	1, 473

<sup>1</sup> Preliminary.<sup>2</sup> Partially estimated.



TABLE 4.—Activities of Public Employment Offices in the United States, July 1939

## VETERANS

Division and State	Placements <sup>1</sup>				Applications				Active file, June 31, 1939
	Total	Private			Public	Total	New		
		Num-ber	Per-cent of change from June	Reg-ular, over 1 month			Num-ber	Per-cent of change from June	
United States.....	11, 858	7, 368	- 15	2, 651	4, 490	39, 746	10, 975	- 7	282, 292
New England.....	622	298	-18	202	324	2, 153	590	-16	22, 871
Maine.....	101	51	-32	39	50	289	39	-39	1, 723
New Hampshire.....	75	49	+14	39	26	213	45	-2	1, 599
Vermont.....	42	23	-36	16	19	95	17	-29	710
Massachusetts.....	144	43	-2	33	101	674	305	-20	13, 771
Rhode Island.....	21	13	-48	11	8	222	62	+7	782
Connecticut.....	239	119	-16	64	120	660	122	-6	4, 286
Middle Atlantic.....	839	572	-19	292	267	7, 276	1, 735	-16	50, 660
New York.....	406	300	-21	123	106	1, 917	756	-18	9, 538
New Jersey.....	179	151	-12	94	28	989	176	-31	9, 371
Pennsylvania.....	254	121	-22	75	133	4, 370	803	-11	31, 751
East North Central.....	1, 842	1, 286	-19	614	556	8, 515	2, 450	-5	62, 994
Ohio.....	470	319	-6	152	151	2, 342	734	-22	17, 893
Indiana.....	188	158	-41	66	30	1, 277	374	+9	10, 569
Illinois.....	336	281	-29	106	55	1, 593	621	+27	11, 892
Michigan.....	490	352	-10	189	138	2, 066	462	-12	13, 237
Wisconsin.....	358	176	-7	101	182	1, 237	259	-2	9, 403
West North Central.....	2, 001	1, 067	+4	339	934	3, 843	1, 013	-1	29, 892
Minnesota.....	339	196	+54	75	143	561	139	-18	12, 407
Iowa.....	754	394	+3	76	360	880	170	-15	4, 980
Missouri.....	219	140	-44	55	79	1, 154	420	+7	5, 607
North Dakota.....	134	110	+168	78	24	133	68	+100	1, 523
South Dakota <sup>1</sup> .....	215	56	-5	7	159	156	21	-25	2, 024
Nebraska.....	173	61	+22	21	112	411	73	-1	1, 451
Kansas.....	167	110	-4	27	57	548	122	-2	1, 900
South Atlantic.....	1, 430	698	-12	250	732	4, 338	1, 241	-4	28, 484
Delaware.....	62	36	-32	18	26	133	17	-15	538
Maryland.....	184	118	+9	56	66	717	125	-8	3, 975
District of Columbia.....	103	68	-37	19	35	388	160	-2	2, 358
Virginia.....	235	92	-22	41	143	584	122	+9	1, 582
West Virginia.....	136	54	-21	27	82	517	65	-34	3, 417
North Carolina.....	254	102	-15	33	152	614	134	-23	3, 095
South Carolina.....	108	21	-38	6	87	245	66	-27	4, 062
Georgia.....	256	160	+8	33	96	587	194	+23	5, 495
Florida.....	92	47	+31	17	45	553	358	+5	3, 962
East South Central.....	562	255	-30	109	307	2, 038	764	+10	18, 428
Kentucky.....	123	57	-19	19	66	656	214	-10	4, 354
Tennessee.....	161	87	-30	33	74	368	178	-14	6, 759
Alabama.....	116	70	-51	36	46	528	169	+33	6, 398
Mississippi.....	162	41	+46	21	121	486	203	+61	1, 917
West South Central.....	1, 614	1, 232	-20	219	382	2, 904	904	+13	22, 867
Arkansas.....	271	222	+0	21	49	395	153	+42	4, 035
Louisiana.....	113	82	+12	60	31	513	123	+3	4, 543
Oklahoma.....	258	156	-37	20	102	871	268	+22	4, 789
Texas.....	972	772	-23	118	200	1, 125	360	+2	9, 500
Mountain.....	1, 189	661	-15	199	528	2, 695	496	-15	10, 665
Montana.....	164	46	+10	31	118	364	62	+3	1, 749
Idaho.....	272	159	-33	29	113	288	74	-33	639
Wyoming.....	80	18	-36	8	62	188	34	-43	511
Colorado.....	336	231	+6	67	105	635	138	-3	3, 099
New Mexico.....	53	27	-36	13	28	206	36	-22	1, 769
Arizona.....	76	47	-39	16	29	227	76	+19	1, 845
Utah.....	129	74	+21	7	55	586	35	-34	1, 228
Nevada.....	77	59	-20	28	18	201	41	-15	325
Pacific.....	1, 729	1, 287	-13	423	442	5, 916	1, 739	-13	34, 851
Washington.....	267	228	+10	90	39	695	103	+3	6, 111
Oregon.....	367	207	-26	92	160	589	114	-15	2, 407
California.....	1, 095	852	-14	241	243	4, 632	1, 522	-14	26, 333
Alaska.....	15	9	+125	3	6	43	24	-14	91
Hawaii.....	15	3	-63	1	12	25	19	-21	489

<sup>1</sup> Preliminary.<sup>2</sup> Partially estimated.

# Building Operations

## SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, JULY 1939 <sup>1</sup>

FOLLOWING the usual seasonal trend in the construction industry the permit valuation of total building construction in July was 8.4 percent lower than in June. All types of building construction showed decreases. Permit valuations for new residential construction decreased 3.7 percent while new nonresidential construction decreased 15.9 percent. Additions, alterations, and repairs to existing structures decreased 7.9 percent.

As compared with July 1938, however, total building construction showed an increase of 10.4 percent. All types of building construction showed gains in permit valuations over the year period. New residential building increased 6.4 percent; new nonresidential building, 20.2 percent; and additions and alterations to existing structures, 6.9 percent. These data are based on reports received by the Bureau of Labor Statistics from 2,038 cities in the United States having an aggregate population of 59,610,000.

### *Comparison of July 1939 With June 1939 and July 1938*

A summary of building construction in 2,038 identical cities in July 1939, June 1939, and July 1938 is given in table 1.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 2,038 Identical Cities, June and July 1939 and July 1938*

Class of construction	Number of buildings			Permit valuation		
	July 1939	Percentage change from—		July 1939	Percentage change from—	
		June 1939	July 1938		June 1939	July 1938
All construction.....	63, 135	-9. 1	+12. 0	\$179, 631, 006	-8. 4	+10. 4
New residential.....	17, 142	-6. 9	+23. 6	95, 938, 067	-3. 6	+6. 4
New nonresidential.....	10, 969	-7. 2	+15. 9	55, 023, 527	-15. 9	+20. 2
Additions, alterations, and repairs.....	35, 024	-10. 8	+5. 9	28, 669, 412	-7. 9	+6. 9

<sup>1</sup> More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled "Building Construction, July 1939," copies of which will be furnished upon request.

A summary of permit valuations of housekeeping dwellings and the number of families provided for in new dwellings in 2,038 identical cities, having a population of 1,000 and over, is shown in table 2 for July 1939 compared with June 1939 and July 1938.

TABLE 2.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,038 Identical Cities, June and July 1939 and July 1938

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for in new dwellings		
	July 1939	Percentage change from—		July 1939	Percentage change from—	
		June 1939	July 1938		June 1939	July 1938
All types.....	\$94, 154, 417	-3.5	+6.2	25, 584	-3.4	+10.1
1-family.....	61, 514, 519	-10.4	+16.3	15, 451	-9.1	+18.9
2-family <sup>1</sup> .....	2, 743, 413	-9.3	+7.2	1, 017	-13.8	+15.6
Multifamily <sup>2</sup> .....	29, 896, 485	+15.2	-10.0	9, 116	+9.8	-2.5

<sup>1</sup> Includes 1- and 2-family dwellings with stores.

<sup>2</sup> Includes multifamily dwellings with stores.

### Construction During First 7 Months, 1938 and 1939

Cumulative totals for the first 7 months of 1939 compared with the same months of the preceding year are shown in table 3. The data are based on reports received from cities having a population of 1,000 and over.

TABLE 3.—Permit Valuation of Building Construction in Reporting Cities of 1,000 Population and Over, First 7 Months of 1938 and of 1939

Class of construction	Permit valuation of building construction, first 7 months of—		Percentage change
	1939	1938	
All construction.....	\$1, 210, 843, 014	\$953, 326, 633	+27.0
New residential.....	654, 191, 422	470, 208, 694	+39.1
New nonresidential.....	354, 849, 304	296, 503, 838	+19.7
Additions, alterations, and repairs.....	201, 802, 288	186, 614, 101	+8.1

Table 4 presents the permit valuation of housekeeping dwellings and number of family-dwelling units provided in cities with a population of 1,000 and over for the first 7 months of 1938 and 1939.

TABLE 4.—*Permit Valuation of Housekeeping Dwellings and Number of Family-Dwelling Units, First 7 Months of 1938 and of 1939, by Type of Dwelling*

Type of dwelling	Permit valuation of housekeeping dwellings, first 7 months of—		Percentage change	Number of family-dwelling units, first 7 months of—		Percentage change
	1939	1938		1939	1938	
All types.....	\$645, 091, 984	\$466, 092, 218	+38. 4	178, 160	128, 340	+38. 8
1-family.....	412, 357, 735	302, 359, 918	+36. 4	104, 034	76, 096	+36. 7
2-family <sup>1</sup> .....	19, 761, 441	19, 067, 509	+3. 6	7, 686	7, 241	+6. 1
Multifamily <sup>2</sup> .....	212, 972, 808	144, 664, 791	+47. 2	66, 440	45, 003	+47. 6

<sup>1</sup> Includes 1- and 2-family dwellings with stores.<sup>2</sup> Includes multifamily dwellings with stores.*Analysis by Size of City, July 1939*

Table 5 shows the value of permits issued for building construction in July 1939 compared with June 1939 and July 1938, by size of city and by class of construction.

TABLE 5.—*Permit Valuation of Building Construction in 2,038 Identical Cities, by Size of City, July 1939, June and July 1938*

Size of city	Number of cities	Total construction			New residential buildings			
		Permit valuation, July 1939	Percentage change from—		Permit valuation, July 1939	Percentage change from—		
			June 1939	July 1938		June 1939	July 1938	
Total, all reporting cities .....	2, 038	\$179, 631, 006	—8. 4	+10. 4	\$95, 938, 067	—3. 7	+6. 4	
500,000 and over.....	14	58, 795, 690	—20. 9	—14. 7	30, 810, 336	—14. 3	—29. 5	
100,000 and under 500,000.....	79	47, 617, 452	+13. 6	+55. 6	23, 734, 788	+11. 8	+67. 8	
50,000 and under 100,000.....	95	13, 434, 897	—21. 3	—13. 4	7, 768, 430	+5. 5	+20. 9	
25,000 and under 50,000.....	155	14, 776, 650	—10. 9	+15. 9	7, 815, 705	—5. 8	+18. 6	
10,000 and under 25,000.....	428	22, 444, 367	—11. 3	+13. 3	11, 680, 209	—12. 9	+22. 9	
5,000 and under 10,000.....	362	12, 242, 335	+14. 9	+53. 8	7, 842, 595	+12. 0	+57. 3	
2,500 and under 5,000.....	437	6, 875, 415	—5. 3	+43. 3	4, 224, 858	—6. 3	+40. 7	
1,000 and under 2,500.....	468	3, 444, 200	+17. 1	+44. 1	2, 061, 146	+14. 0	+17. 7	
		New nonresidential buildings			Additions, alterations, and repairs			
		Permit valuation, July 1939	Percentage change from—		Permit valuation, July 1939	Percentage change from—		Population (census of 1930)
			June 1939	July 1938		June 1939	July 1938	
Total, all reporting cities.....		\$55, 023, 527	—15. 9	+20. 2	\$28, 669, 412	—7. 9	+6. 9	59, 609, 876
500,000 and over.....		19, 197, 110	—30. 5	+11. 3	8, 788, 244	—18. 2	+10. 3	21, 449, 853
100,000 and under 500,000.....		16, 081, 365	+29. 0	+68. 0	7, 801, 299	—5. 4	+13. 4	15, 017, 880
50,000 and under 100,000.....		2, 705, 466	—59. 2	—55. 9	2, 961, 001	—3. 9	—0. 1	6, 316, 952
25,000 and under 50,000.....		4, 078, 968	—21. 8	+20. 8	2, 881, 977	—6. 3	+3. 7	5, 470, 532
10,000 and under 25,000.....		7, 135, 220	—13. 2	+14. 5	3, 628, 938	—1. 7	—10. 6	6, 518, 418
5,000 and under 10,000.....		2, 924, 321	+21. 0	+69. 3	1, 475, 419	+19. 6	+18. 1	2, 542, 001
2,500 and under 5,000.....		1, 999, 317	—2. 3	+86. 2	651, 240	—7. 6	—9. 7	1, 552, 467
1,000 and under 2,500.....		901, 760	+16. 7	+107. 4	481, 294	+33. 8	+136. 4	741, 778



The permit valuation of housekeeping dwellings in the 2,038 identical cities reporting for June and July 1939, together with the number of family-dwelling units provided in new dwellings, by size of city, is given in table 6.

TABLE 6.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,038 Identical Cities, by Size of City, June and July 1939*

Size of city	Permit valuation of housekeeping dwellings			Number of families provided for in—							
	July 1939	June 1939	Percentage change	All types		1-family dwellings		2-family dwellings <sup>1</sup>		Multi-family dwellings <sup>2</sup>	
				July 1939	June 1939	July 1939	June 1939	July 1939	June 1939	July 1939	June 1939
Total, all reporting cities	\$94, 154, 417	\$97, 601, 024	-3.5	25, 584	26, 489	15, 451	17, 005	1, 017	1, 180	9, 116	8, 304
500,000 and over	30, 625, 336	35, 597, 934	-14.0	7, 444	9, 505	3, 163	4, 191	255	261	4, 026	5, 053
100,000 and under 500,000	23, 716, 788	21, 095, 049	+12.4	6, 970	5, 782	3, 392	3, 563	290	338	3, 288	1, 881
50,000 and under 100,000	7, 733, 430	7, 237, 903	+6.8	2, 251	1, 950	1, 578	1, 604	142	171	531	175
25,000 and under 50,000	7, 707, 205	8, 175, 090	-5.7	2, 294	2, 244	1, 673	1, 813	116	131	505	300
10,000 and under 25,000	11, 489, 759	13, 065, 755	-12.1	3, 243	3, 623	2, 798	2, 940	130	146	315	537
5,000 and under 10,000	6, 626, 595	6, 165, 272	+7.5	1, 800	1, 723	1, 347	1, 420	37	58	416	245
2,500 and under 5,000	4, 202, 358	4, 461, 236	-5.8	1, 013	1, 146	975	997	31	55	7	94
1,000 and under 2,500	2, 052, 946	1, 802, 785	+13.9	569	516	525	477	16	20	28	19

<sup>1</sup> Includes 1- and 2-family dwellings with stores.

<sup>2</sup> Includes multifamily dwellings with stores.

The information on building permits issued is based on reports received by the Bureau of Labor Statistics from 2,038 identical cities having a population of 1,000 and over.

The information is collected by the Bureau of Labor Statistics from local building officials, except in the States of Illinois, Massachusetts, New Jersey, and Pennsylvania, where the State departments of labor collect and forward the information to the Bureau. In New York and North Carolina the information from the smaller cities is collected by the Bureau of Labor Statistics from local building officials and the information from the larger cities is collected and forwarded to the Bureau by the State departments of labor. The permit valuations shown in this report are estimates made by prospective builders on applying for permits to build. No land costs are included. Only building projects within the corporate limits of the cities enumerated are included in the Bureau's tabulation. The data collected by the Bureau of Labor Statistics show, in addition to private and municipal construction, the value of buildings for which contracts were awarded by the Federal and State Governments in the cities included in the report. For July 1939 the value of these buildings amounted to \$21,622,000, for June 1939 to \$33,823,000, and for July 1938 to \$27,102,000.

## Construction From Public Funds

The value of contracts awarded and force-account work started during July 1939, June 1939, and July 1938 on construction projects financed wholly or partially from various Federal funds is shown in table 7.

TABLE 7.—*Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, June and July 1939 and July 1938*<sup>1</sup>

Federal agency	Contracts awarded and force-account work started in—		
	July 1939	June 1939 <sup>2</sup>	July 1938 <sup>3</sup>
Total.....	\$301,882,446	\$194,407,884	\$132,146,282
Public Works Administration:			
Federal.....	828,262	2,677,362	6,375,888
Non-Federal:			
N. I. R. A.....	1,800,256	678,283	1,948,840
E. R. A. A.....	1,046,351	686,912	<sup>2</sup> 14,981,060
P. W. A. A., 1938.....	35,070,710	46,336,751	3,074,170
Federal projects under The Works Program.....	11,995,981	3,470,769	17,764,875
Regular Federal appropriations.....	227,542,322	131,036,409	86,628,466
U. S. Housing Authority.....	23,508,564	9,521,398	1,372,983

<sup>1</sup> Preliminary, subject to revision.

<sup>2</sup> Revised.

<sup>3</sup> Includes \$138,536 low-rent housing.

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for July 1939, June 1939, and July 1938 is shown in the following statement:

	Public building	Highway construction
July 1939.....	\$217,817	\$4,599,659
June 1939.....	1,901,846	5,017,854
July 1938.....	1,914,297	8,177,145

## Retail Prices

### FOOD PRICES IN JULY 1939

RETAIL food costs for 51 cities combined increased 0.3 percent between June and July due to higher costs for meats, dairy products, and eggs. Prices of fresh pork and of the higher-priced beef items advanced. There were local increases in the price of fresh milk which were reflected in the price of cream. The advance for eggs was seasonal.

The July index for 84 foods combined was 76.5 percent of the 1923-25 average. It was 4.4 percent lower than a year ago when the index was 80.0. With one exception, indexes for commodity groups were well below the level of a year ago. An advance of 4.0 percent for the year was reported for fresh fruits and vegetables.

The index for all foods, which was lower than in any July since 1934, was 12.0 percent higher than in July 1932. It was 28.2 percent below the index of 106.5 reported in July 1929.

#### *Details by Commodity Groups*

The cost of cereals and bakery products declined 0.1 percent between June and July. There were no significant price changes for the items in this group. The price of flour decreased 0.5 percent and white bread remained unchanged. The group index was 7.0 percent lower than in July 1938 with prices of all items contributing to this decline. White bread showed the greatest change, a decrease of 9.1 percent.

Meat costs increased 0.4 percent in the month due to slightly higher prices for sirloin steak and round steak, and material price increases for pork chops and loin roast. Other beef items showed price declines ranging from 1.0 percent for rib roast to 3.0 percent for plate beef. Prices of all cured pork items also declined, as did the prices for lamb. Prices of all meats were considerably lower than in the corresponding month of 1938, with pork showing the greatest decrease.

The cost of dairy products rose 1.9 percent between June and July. This advance was almost entirely due to increases in the price of fresh milk, which averaged 3.1 percent and amounted to 1.6 cents a quart in

NOTE.—All percentages referred to in this report are based on prices and indexes computed to three decimal places.

New York City, 1.0 cent in Buffalo, and 0.8 cent in Los Angeles. Cream, which rose 3.2 percent, reflected the increase in milk prices. Butter showed little change as did other items in the group. Prices of all items in the group were well below the level of a year ago.

Eggs rose seasonally 10.1 percent with higher prices reported from every city.

Fresh fruits and vegetables declined 3.6 percent. Prices of staple items showed a material seasonal decrease: apples declined 12.0 percent; potatoes, 1.9 percent; cabbage, 9.4 percent; onions, 0.7 percent; carrots, 10.6 percent; and green beans, 22.3 percent. Lemons advanced 4.8 percent and oranges 7.7 percent. The canned fruits and vegetables showed an average increase of 0.2 percent, while the dried items decreased 0.1 percent.

The cost of beverages and chocolate decreased slightly. Coffee was 0.1 percent lower and tea decreased 0.6 percent. Cocoa and chocolate remained unchanged.

The fats and oils group showed an average decrease of 0.8 percent. Lard declined 1.9 percent, a continuation of the decline which has mounted to 20.8 percent during the past year. Shortening in cartons decreased 1.2 percent while that packed in tins showed little change. Mayonnaise was 1.2 percent lower. Price changes were negligible for other items.

The price of sugar rose 0.2 percent. Prices of other items in the sugar and sweets group decreased or showed no change.

Indexes of retail costs of food for July and June 1939, together with indexes for July 1938, 1932, and 1929, are shown in table 1. The accompanying chart shows the trend in the cost of all foods and of each major commodity group for the period from January 1929 to July 1939, inclusive.

TABLE 1.—*Indexes of Retail Food Costs in 51 Large Cities Combined,<sup>1</sup> by Commodity Groups, July and June 1939 and July 1938, 1932, and 1929*  
[1923-25=100]

Commodity group	1939		July 12, 1938	July 15, 1932	July 15, 1929
	July 18 <sup>2</sup>	June 13			
All foods.....	76.5	76.3	80.0	68.3	106.5
Cereals and bakery products.....	85.0	85.0	91.4	75.6	97.9
Meats.....	93.5	93.1	99.3	79.3	125.9
Dairy products.....	72.5	71.2	76.2	63.8	101.6
Eggs.....	61.4	55.8	68.0	49.3	91.3
Fruits and vegetables.....	63.4	65.5	61.7	62.4	107.2
Fresh.....	62.7	65.1	60.3	62.4	108.3
Canned.....	73.9	73.8	78.0	70.5	98.5
Dried.....	56.6	56.6	59.2	55.1	103.5
Beverages and chocolate.....	65.3	65.4	66.7	74.2	110.6
Fats and oils.....	61.6	62.1	67.7	49.9	93.3
Sugar and sweets.....	62.4	62.3	63.3	56.5	72.6

<sup>1</sup> Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

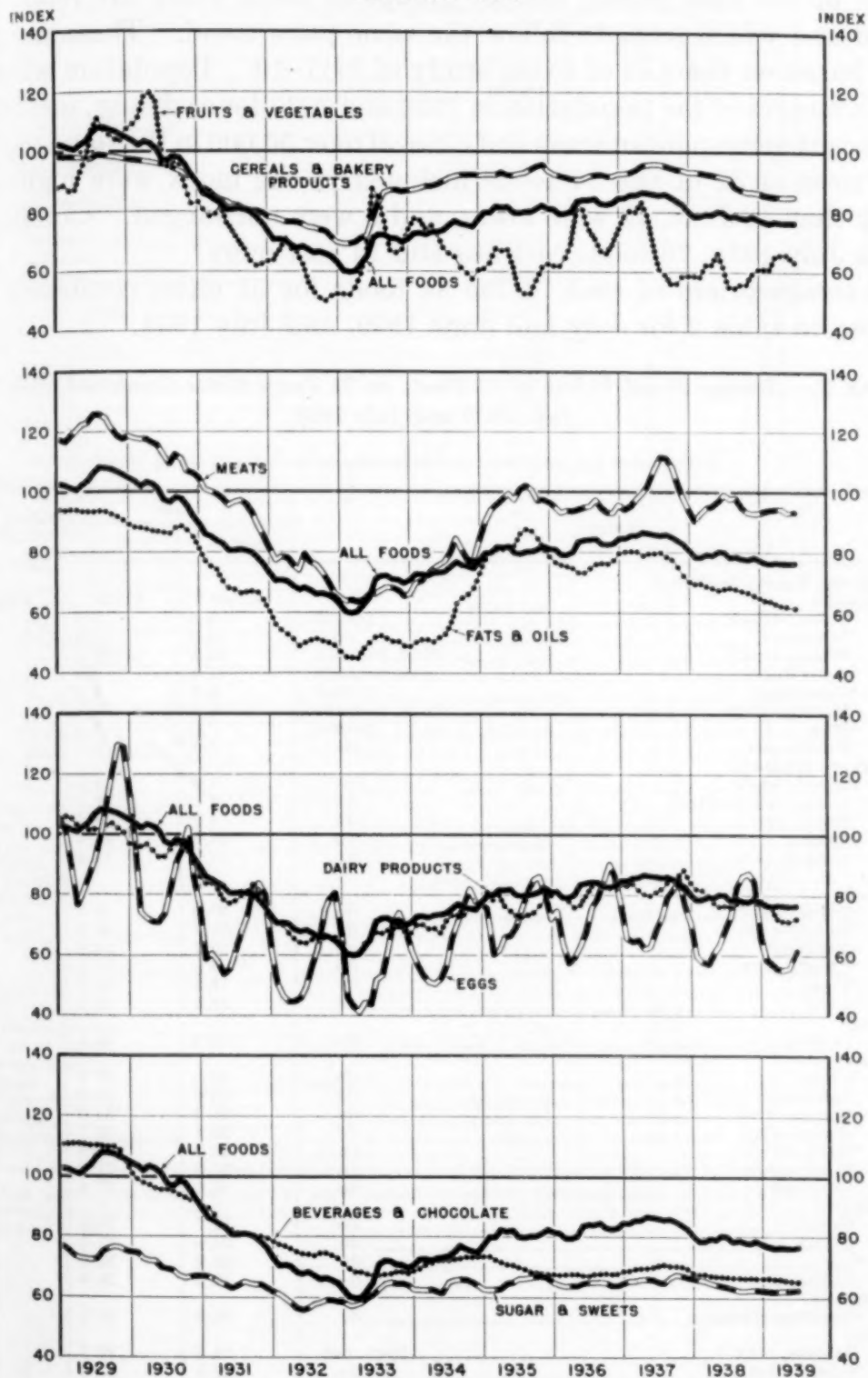
<sup>2</sup> Preliminary.

<sup>3</sup> Revised.



## RETAIL COST OF FOOD

1923-25=100



UNITED STATES BUREAU OF LABOR STATISTICS

Prices of each of the 84 foods for 51 cities are combined with the use of both consumption and population weights. Quantity weights for each food include the average family consumption in each city, not only of the food priced, but for groups of foods which are related in kind and which seem to follow the same price trend. These weights are based on the cost of living study of 1917-19. Population weights are averages of the population in 1920 and 1930 for each city, including adjacent metropolitan areas and cities of over 50,000 in the same region.

Prices of 32 of the 84 foods included in the index were higher in July than in June, 46 were lower, and 6 were unchanged. Compared with July 1938, 70 foods cost less and 14 cost more.

Average prices of each of the 84 foods for 51 cities combined are shown in table 2 for July and June 1939, and July 1938.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined, July and June 1939 and July 1938

[\* Indicates the foods included in indexes prior to Jan. 1, 1935]

Article	1939		July 12, 1938
	July 18 <sup>1</sup>	June 13	
Cereals and bakery products:			
Cereals:			
*Flour, wheat.....pound.....	Cents 3.6	Cents 3.6	Cents 4.0
*Macaroni.....do.....	14.2	14.2	14.8
*Wheat cereal.....28-oz. package.....	24.1	24.0	24.4
*Corn flakes.....8-oz. package.....	7.1	7.2	7.3
*Corn meal.....pound.....	4.6	4.5	4.7
Hominy grits.....24-oz. package.....	8.5	8.4	8.8
*Rice.....pound.....	7.6	7.5	7.8
*Rolled oats.....do.....	7.1	7.1	7.2
Bakery products:			
*Bread, white.....do.....	8.0	8.0	8.8
Bread, whole-wheat.....do.....	9.2	9.2	9.7
Bread, rye.....do.....	9.2	9.3	10.0
Cake.....do.....	24.8	24.9	25.0
Soda crackers.....do.....	15.2	15.2	16.1
Meats:			
Beef:			
*Sirloin steak.....do.....	40.2	39.7	40.8
*Round steak.....do.....	36.7	36.2	37.7
*Rib roast.....do.....	29.7	30.0	30.9
*Chuck roast.....do.....	23.0	23.5	24.5
*Plate.....do.....	14.8	15.3	15.8
Liver.....do.....	27.6	28.1	26.4
Veal:			
Cutlets.....do.....	42.1	42.1	42.5
Pork:			
*Chops.....do.....	32.0	29.4	35.8
Loin roast.....do.....	25.6	23.2	29.4
*Bacon, sliced.....do.....	31.1	32.0	37.1
Bacon, strip.....do.....	26.1	26.7	31.4
*Ham, sliced.....do.....	46.7	46.9	48.2
Ham, whole.....do.....	27.8	27.8	29.7
Salt pork.....do.....	16.6	17.4	20.8
Lamb:			
Breast.....do.....	12.7	13.0	13.2
Chuck.....do.....	22.8	23.0	23.4
*Leg.....do.....	29.2	30.0	29.7
Rib chops.....do.....	38.5	38.8	37.6
Poultry:			
*Roasting chickens.....do.....	30.9	31.1	34.0
Fish:			
Salmon, pink.....16-oz. can.....	12.8	12.7	13.3
*Salmon, red.....do.....	22.9	23.0	25.3

<sup>1</sup> Preliminary.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined, July and June 1939 and July 1938—Continued

Article	1939		July 12, 1938
	July 18	June 13	
	Cents	Cents	Cents
<b>Dairy products:</b>			
*Butter.....pound..	30.6	30.6	32.8
*Cheese.....do.....	24.3	24.3	25.9
Cream..... $\frac{1}{2}$ pint.....	13.8	13.4	14.4
Milk, fresh (delivered and store).....quart.....	11.5	11.1	12.0
*Milk, fresh (delivered).....do.....	11.8	11.5	12.3
Milk, fresh (store).....do.....	10.7	10.4	11.2
*Milk, evaporated..... $1\frac{1}{4}$ -oz. can.....	6.8	6.8	7.1
*Eggs.....dozen.....	31.2	28.3	34.6
<b>Fruits and vegetables:</b>			
<b>Fresh:</b>			
Apples.....pound.....	5.4	6.1	5.4
*Bananas.....do.....	6.1	6.1	6.0
Lemons.....dozen.....	25.8	24.6	27.0
*Oranges.....do.....	30.2	28.0	27.8
Beans, green.....pound.....	6.8	8.8	6.4
*Cabbage.....do.....	3.2	3.5	3.1
Carrots.....bunch.....	4.9	5.5	4.8
Celery.....stalk.....	8.2	9.3	7.8
Lettuce.....head.....	8.2	7.5	9.8
*Onions.....pound.....	3.9	3.9	4.4
*Potatoes.....do.....	2.7	2.7	2.3
Spinach.....do.....	7.3	5.9	6.6
Sweetpotatoes.....do.....	5.8	4.9	5.1
<b>Canned:</b>			
Peaches.....No. 2 $\frac{1}{4}$ can.....	16.8	16.7	19.3
Pears.....do.....	20.4	20.3	21.5
Pineapple.....do.....	21.2	21.3	22.0
Asparagus.....No. 2 can.....	27.5	27.7	29.5
Beans, green.....do.....	10.0	9.9	11.4
*Beans with pork.....16-oz. can.....	7.2	7.2	7.4
*Corn.....No. 2 can.....	10.2	10.3	11.6
*Peas.....do.....	13.7	13.7	15.5
*Tomatoes.....do.....	8.7	8.7	8.9
Tomato soup..... $10\frac{1}{4}$ -oz. can.....	7.5	7.5	7.4
<b>Dried:</b>			
Peaches.....pound.....	15.4	15.1	15.3
*Prunes.....do.....	9.0	9.0	9.2
*Raisins.....15-oz. package.....	9.4	9.4	9.9
Black-eyed peas.....pound.....	8.0	8.0	7.5
Lima beans.....do.....	8.9	8.9	9.0
*Navy beans.....do.....	5.9	5.9	6.4
<b>Beverages and chocolate:</b>			
*Coffee.....do.....	22.4	22.4	23.1
*Tea..... $\frac{1}{4}$ pound.....	17.3	17.4	17.7
Cocoa.....8-oz. can.....	8.6	8.6	8.6
Chocolate.....8-oz. package.....	16.1	16.0	16.1
<b>Fats and oils:</b>			
*Lard.....pound.....	10.2	10.4	12.9
<b>Shortening, other than lard:</b>			
In cartons.....do.....	12.0	12.2	13.1
In other containers.....do.....	20.3	20.3	19.4
Salad oil.....pint.....	24.0	24.1	24.5
Mayonnaise..... $\frac{1}{4}$ pint.....	16.9	17.1	17.4
*Oleomargarine.....pound.....	16.0	16.0	17.1
Peanut butter.....do.....	17.9	17.9	18.5
<b>Sugar and sweets:</b>			
*Sugar.....do.....	5.2	5.2	5.3
Corn sirup.....24-oz. can.....	13.7	13.7	13.9
Molasses.....18-oz. can.....	13.6	13.6	13.7
Strawberry preserves.....pound.....	20.5	20.6	21.6

\* Since April 1929 prices of canned corn have been based upon quotations of cream style only and are not strictly comparable with average prices for earlier months which included both cream style and whole-kernel corn.

## Details by Regions and Cities

The increase of 0.3 percent in food costs the country over was the net result of increases in 25 cities and decreases in 26. The greatest regional increase was 1.8 percent for the South Atlantic area, and the cities which showed the greatest advance were in this area. In Jacksonville, Savannah, and Richmond, the cost of fresh fruits and vegetables showed a marked increase, contrary to the average change for these products. Some items in this group which decreased sharply for the country as a whole, showed marked increases in these cities. The greatest regional decrease, 2.2 percent, was in the West North Central area. Costs declined more in Omaha, Salt Lake City, and St. Paul than in other cities due to reductions in the cost of fresh fruits and vegetables. These reductions were about five times greater than for all cities combined. Potatoes, which showed an average decline of 1.9 percent, decreased more than 20 percent in each of these cities.

Indexes of retail food costs by regions and cities are presented in table 3 for July and June 1939 and July 1938.

TABLE 3.—Indexes of the Average Retail Cost of All Foods, by Regions and Cities,<sup>1</sup> July and June 1939 and July 1938

[1923-25=100]

Region and city	1939		July 12, 1938	Region and city	1939		July 12, 1938
	July 18 <sup>1</sup>	June 13			July 18 <sup>1</sup>	June 13	
United States.....	76.5	76.3	80.0	South Atlantic.....	76.9	75.6	77.9
New England.....	76.0	74.8	79.3	Atlanta.....	71.1	70.7	73.0
Boston.....	74.5	73.1	77.2	Baltimore.....	82.9	82.0	84.2
Bridgeport.....	79.7	79.8	84.5	Charleston, S. C.....	77.3	75.9	79.6
Fall River.....	79.0	77.0	82.0	Jacksonville.....	77.5	74.3	78.7
Manchester.....	79.8	78.5	82.1	Norfolk.....	75.1	73.8	75.7
New Haven.....	79.0	78.2	83.4	Richmond.....	70.8	68.8	71.0
Portland, Maine.....	78.2	76.3	80.4	Savannah.....	78.1	75.6	78.9
Providence.....	75.0	74.3	79.1	Washington, D. C.....	79.6	78.3	79.9
Middle Atlantic.....	77.6	77.0	80.9	East South Central.....	70.6	<sup>2</sup> 70.2	73.7
Buffalo.....	77.2	77.5	77.4	Birmingham.....	65.9	<sup>3</sup> 65.0	69.4
Newark.....	79.6	79.7	83.3	Louisville.....	80.1	80.9	81.9
New York.....	79.0	77.4	81.2	Memphis.....	72.3	71.6	76.5
Philadelphia.....	78.3	78.3	81.4	Mobile.....	73.4	74.2	76.1
Pittsburgh.....	74.0	74.1	80.2	West South Central.....	75.3	74.2	77.6
Rochester.....	76.6	76.8	82.5	Dallas.....	69.5	68.7	73.7
Scranton.....	73.7	73.5	76.6	Houston.....	76.7	75.1	77.7
East North Central.....	75.5	76.4	80.8	Little Rock.....	70.6	70.5	74.2
Chicago.....	75.9	77.1	81.2	New Orleans.....	82.7	81.7	83.5
Cincinnati.....	76.3	75.4	80.8	Mountain.....	79.3	80.9	83.8
Cleveland.....	78.1	78.4	82.5	Butte.....	74.4	75.4	79.4
Columbus, Ohio.....	73.7	74.9	78.1	Denver.....	81.5	82.3	86.3
Detroit.....	73.4	74.1	80.0	Salt Lake City.....	76.8	79.8	80.5
Indianapolis.....	75.1	77.5	79.7	Pacific.....	75.1	74.9	77.0
Milwaukee.....	78.2	78.9	84.2	Los Angeles.....	70.5	70.0	72.0
Peoria.....	77.6	79.7	81.6	Portland, Oreg.....	78.6	79.1	80.8
Springfield, Ill.....	74.5	76.4	78.2	San Francisco.....	78.5	78.2	80.7
West North Central.....	78.2	79.9	82.6	Seattle.....	78.1	78.6	80.4
Kansas City.....	76.8	78.0	81.0				
Minneapolis.....	82.5	84.5	86.2				
Omaha.....	72.7	75.9	76.8				
St. Louis.....	79.8	80.8	84.7				
St. Paul.....	78.1	80.7	81.8				

<sup>1</sup> Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined for regions and for the United States with the use of population weights.

<sup>2</sup> Preliminary.

<sup>3</sup> Revised.



## COAL PRICES IN JUNE 1939

RETAIL prices of coal as of the 15th of March, June, September, and December, are collected in 51 cities. Average prices of both bituminous and anthracite coal for June 1939 were lower than for March, with the greatest reductions shown for the larger of the prepared sizes. The average price for bituminous coal declined 4.7 percent and was 1.3 percent lower than in June 1938. Decreases for Pennsylvania anthracite for the 3-month period ranged from 2.1 percent for buckwheat to 7.2 percent for stove. Prices for stove, chestnut, and buckwheat were slightly lower than in June 1938, while pea coal showed an increase of 1.9 percent for the year. A decrease of 7.6 percent in the average price of Arkansas anthracite between March and June brought the level to a point 8.0 percent below that of June 1938. Colorado and New Mexico anthracite have shown no change over the yearly interval.

Average prices of coal, together with price indexes for bituminous and for Pennsylvania anthracite compared with the 3-year period, October 1922 through September 1925 as 100, are presented in table 4 for June and March 1939, and June 1938.

TABLE 4.—Average Retail Prices of Coal in Large Cities Combined, June and March 1939 and June 1938

Article	Average retail price per ton of 2,000 pounds			Index of retail price (October 1922–September 1925=100)			Percentage change, June 15, 1939, compared with—	
	1939		1938	1939		1938	1939	1938
	June 15 <sup>1</sup>	Mar. 15	June 15	June 15 <sup>1</sup>	Mar. 15	June 15	Mar. 15	June 15
Bituminous coal (38 cities), old series <sup>2</sup>	\$8.28	\$8.68	\$8.38	85.2	89.4	86.4	-4.7	-1.3
Pennsylvania anthracite (25 cities), new series: <sup>3</sup>								
Stove.....	10.47	11.28	10.52	74.4	80.2	74.8	-7.2	-.5
Chestnut.....	10.55	11.35	10.63	75.1	80.8	75.7	-7.1	-.8
Pea.....	8.57	9.03	8.41				-5.1	+1.9
Buckwheat.....	7.55	7.71	7.57				-2.1	-.2
Western anthracite: <sup>2</sup>								
Arkansas (8 cities).....	11.85	12.82	12.89				-7.6	-8.0
Colorado (1 city).....	15.81	15.81	15.81				0	0
New Mexico (1 city).....	23.69	23.69	23.69				0	0

<sup>1</sup> Preliminary.

<sup>2</sup> Unweighted average. Weighted composite prices are in preparation.

<sup>3</sup> Weighted on the basis of the distribution by rail or rail and tidewater to each city during the 12-month period from Aug. 1, 1935 to July 31, 1936.

## Details by Kinds of Coal

*Bituminous coal.*—Prices of one or more kinds of bituminous coal are reported from 47 of the 51 cities. Prices of low-volatile coal from 28 cities and of eastern high-volatile coal from 27 cities are secured

from the Atlantic and Central areas. Seventeen of these cities report on both kinds. Western high-volatile coal is represented by prices from 20 cities in the Central and Pacific areas. Nine of these cities do not report for other kinds of bituminous coal.

Decreases between March and June in prices of low-volatile coal were reported for the cities in the important market areas of the South Atlantic and Central States. With the exception of Fall River, where prices for egg dropped \$1 per ton, there was little or no change in the less important New England and Middle Atlantic areas. The greatest reduction, \$2.50 per ton for egg size, occurred in Jacksonville, and decreases of from 70 cents to \$1.34 were reported for the larger of the prepared sizes in the following eight cities: Chicago, Cincinnati, Indianapolis, Milwaukee, St. Louis, Norfolk, Richmond, and Washington.

Prices of eastern high volatile tended generally downward between March and June, although a slight advance or no change was reported for a few cities. Reductions of 50 cents or more for the larger of the prepared sizes were reported for nine cities, the greatest of which was \$1.46 per ton in Birmingham. Changes for western high volatile were less marked. The greatest reductions occurred in Chicago where prices dropped from 23 cents per ton for stoker to \$1.40 for lump. Decreases ranging between 50 and 66 cents per ton were reported for prepared sizes in St. Louis, lump coal in Houston, and stoker coal in Peoria and Memphis.

*Pennsylvania anthracite.*—Price reductions between March and June were greatest for stove and chestnut sizes in most of the reporting cities. The only exceptions were Boston where decreases of 79 cents per ton were reported for stove and chestnut and \$1.40 for pea, New Haven with 50 cents for stove and chestnut and 93 cents for pea, and Norfolk with \$1.00 for stove and chestnut and \$2.00 for pea. The decrease for pea coal in Norfolk was the greatest shown for any size of Pennsylvania anthracite. Reductions for one or more sizes amounted to 50 cents per ton or more in 18 of the 25 cities and were between 40 and 50 cents in 3 other cities.

*Western anthracite.*—Prices for Arkansas anthracite dropped \$1.35 per ton in Minneapolis, St. Paul, and New Orleans; and advanced 50 cents in Houston. For other cities there was little or no change. Reports on Colorado anthracite for Denver, and New Mexico anthracite for San Francisco, showed no change.

## Wholesale Prices

---

### WHOLESALE PRICES IN JULY 1939<sup>1</sup>

A DECLINE of 0.3 percent in wholesale commodity prices during July brought the all-commodity index of 813 price series to 75.4 percent of the 1926 average. This represents the lowest level the index has reached in the past 5 years, and it was 4.3 percent lower than a year ago.

Four of the 10 groups declined. Chemicals and drugs fell 0.9 percent; miscellaneous commodities, 0.5 percent; fuel and lighting materials, 0.3 percent; and foods, 0.1 percent. The textile products group advanced 0.4 percent, farm products rose 0.3 percent, and hides and leather products and building materials increased 0.2 percent. Metals and metal products and housefurnishing goods remained unchanged at the June level.

Six groups were below the July 1938 average, the decreases ranging from less than 1 percent for housefurnishing goods to over 9 percent for farm products and foods. Textile product prices advanced 2.3 percent over the year period, hides and leather products and miscellaneous commodities rose approximately 1.0 percent, and building materials increased 0.6 percent.

Average prices of raw materials increased 0.1 percent during the month but were 6.2 percent below a year ago. The semimanufactured commodities group index advanced 0.4 percent and was 0.1 percent above the July 1938 index. Wholesale prices of finished products fell 0.5 percent to a point 4.0 percent below a year ago. Nonagricultural commodity prices as measured by the index for "All commodities other than farm products" declined 0.4 percent and were 3.3 percent below a year ago. The index for the group "All commodities other than farm products and foods," reflecting the movement in prices of industrial commodities, was unchanged at 80.2 percent of the 1926 average. It was 1.5 percent below the corresponding month of last year.

An advance of 3.2 percent in the subgroup "Other farm products," together with an increase of 0.4 percent in livestock and poultry

<sup>1</sup> More detailed information on wholesale prices is given in the Wholesale Price pamphlet and will be furnished upon request.



prices, contributed largely to the increase of 0.3 percent in the farm products group index. Higher prices were reported for calves, hogs, poultry, eggs, lemons, hay, milk, peanuts, onions, white potatoes, and wool. Average prices for grains declined 10.1 percent. Quotations were lower for barley, corn, oats, rye, wheat, also cows, steers, sheep, cotton, apples, oranges, hops, seeds, beans, and sweetpotatoes. The farm products group index, 62.6, was 9.8 percent below a year ago.

Weakening prices for cereal products, fruits and vegetables, and meats caused the foods group index to drop 0.1 percent. Prices were lower for oatmeal, flour, corn meal, butter, cheese, dried fruits, cured and fresh beef, lamb, cured pork, coffee, copra, glucose, lard, oleo oil, cornstarch, granulated sugar, tallow, and vegetable oils. Dairy products advanced 7.7 percent. Prices were higher for fresh milk, powdered milk, canned fruits and vegetables, mutton, fresh pork, veal, dressed poultry, eggs, pepper, and raw sugar. The foods group index, 67.5, was 9.2 percent below July of last year.

Sharp advances in prices of hides, skins, and sole leather resulted in an advance of 0.2 percent in the hides and leather products group index. Shoe prices declined slightly and prices of other leather manufactures remained steady.


The index for the textile products group rose 0.4 percent because of pronounced price increases for cotton goods, such as denim, drills, duck, flannel, muslin, percale, print cloth, sheeting, ticking, tire fabric, toweling, and yarns, together with higher prices for raw silk and silk yarns. Clothing, woolen and worsted goods, and other textile products, particularly raw jute and twine, declined slightly.

Lower prices for anthracite, California gasoline, and kerosene resulted in a decline of 0.3 percent in the fuel and lighting materials group index. Bituminous coal, gas, and Oklahoma natural gasoline prices averaged higher in July.

In the metals and metal products group minor advances in prices of farm machinery, electrolytic copper, and copper and brass manufactures were counterbalanced by lower prices for nails, galvanized pipe, wire products, and wood screws, and the group index remained at 93.2 percent of the 1926 average.

Advancing prices for Douglas fir, yellow pine, spruce, and cedar lumber together with higher prices for lime, tar, and China wood oil brought the building materials group index up 0.2 percent during July. Prices for common building brick, yellow pine lath, and certain paint materials were lower. Structural steel, plumbing and heating fixtures, and cement prices were firm.

Falling prices for fats, oils, alcohol, phenol, and fertilizer materials caused the chemical and drug index to drop 0.9 percent to the lowest point reached since January 1934. Prices for mixed fertilizers and copper sulphate were higher.





The index for the housefurnishing goods group remained unchanged at 85.6. Average wholesale prices of bedding were higher and felt base floor covering declined.

Wholesale prices of cattle feed dropped 11.2 percent during July and soap declined 0.4 percent. Crude rubber prices advanced 0.9 percent and automobile tires and tubes and paper and pulp did not change.

Index numbers for the groups and subgroups of commodities for June and July 1939 and July 1938 are shown in table 1.

TABLE 1.—*Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities*  
[1926=100]

Group and subgroup	July 1939	June 1939	July 1938	Group and subgroup	July 1939	June 1939	July 1938
<b>All commodities</b> .....	<b>75.4</b>	<b>75.6</b>	<b>78.8</b>	<b>Metals—Continued.</b>			
<b>Farm products</b> .....	<b>62.6</b>	<b>62.4</b>	<b>69.4</b>	Motor vehicles <sup>2</sup> .....	93.0	93.0	96.0
Grains.....	52.3	58.2	58.3	Nonferrous metals.....	73.3	72.9	71.8
Livestock and poultry.....	69.7	69.4	84.4	Plumbing and heating.....	79.3	79.3	79.5
Other farm products.....	60.7	58.8	63.0	<b>Building materials</b> .....	<b>89.7</b>	<b>89.5</b>	<b>89.2</b>
<b>Foods</b> .....	<b>67.5</b>	<b>67.6</b>	<b>74.3</b>	Brick and tile.....	90.6	91.1	90.7
Dairy products.....	64.6	60.0	69.5	Cement <sup>3</sup> .....	91.5	91.5	91.0
Cereal products.....	71.9	75.9	78.8	Lumber.....	91.8	90.7	88.8
Fruits and vegetables.....	62.0	62.5	56.4	Paint and paint materials.....	82.2	82.4	80.5
Meats.....	75.3	75.7	89.7	Plumbing and heating.....	79.3	79.3	79.5
Other foods.....	60.4	60.8	66.7	Structural steel.....	107.3	107.3	107.3
<b>Hides and leather products</b> .....	<b>92.5</b>	<b>92.3</b>	<b>91.5</b>	Other building material.....	89.6	89.5	91.2
Shoes.....	100.8	101.3	101.2	<b>Chemicals and drugs</b> .....	<b>75.0</b>	<b>75.7</b>	<b>77.7</b>
Hides and skins.....	76.9	75.3	70.8	Chemicals.....	78.2	79.2	81.7
Leather.....	84.1	83.8	82.5	Drugs and pharmaceu- ticals.....	71.8	71.9	74.8
Other leather products.....	95.6	95.6	97.5	Fertilizer materials.....	67.5	69.5	66.9
<b>Textile products</b> .....	<b>67.6</b>	<b>67.3</b>	<b>66.1</b>	Mixed fertilizers.....	72.6	71.7	72.9
Clothing.....	81.2	81.7	81.7	<b>Housefurnishing goods</b> .....	<b>85.6</b>	<b>85.6</b>	<b>86.4</b>
Cotton goods.....	65.1	64.1	65.1	Furnishings.....	90.6	90.0	90.5
Hosiery and underwear.....	60.2	60.1	59.8	Furniture.....	81.0	81.0	82.2
Silk and rayon.....	40.2	39.1	29.9	<b>Miscellaneous</b> .....	<b>73.4</b>	<b>73.8</b>	<b>72.7</b>
Woolen and worsted goods.....	75.4	75.6	75.9	Automobile tires and tubes.....	60.5	60.5	57.4
Other textile products.....	64.1	64.2	65.4	Cattle feed.....	72.4	81.5	76.8
<b>Fuel and lighting materials</b> .....	<b>72.8</b>	<b>73.0</b>	<b>76.8</b>	Paper and pulp.....	79.9	79.9	82.8
Anthracite.....	72.6	75.5	76.2	Rubber, crude.....	34.7	34.4	31.9
Bituminous coal.....	95.8	95.6	97.9	Other miscellaneous.....	81.3	81.3	80.7
Coke.....	104.2	104.2	104.2	<b>Raw materials</b> .....	<b>67.8</b>	<b>67.7</b>	<b>72.3</b>
Electricity.....	( <sup>1</sup> )	( <sup>1</sup> )	84.7	<b>Semimanufactured articles</b> .....	<b>74.4</b>	<b>74.1</b>	<b>74.3</b>
Gas.....	( <sup>1</sup> )	88.9	91.0	<b>Finished products</b> .....	<b>79.2</b>	<b>79.6</b>	<b>82.5</b>
Petroleum products.....	52.2	52.5	56.8	<b>All commodities other than farm products</b> .....	<b>78.1</b>	<b>78.4</b>	<b>80.8</b>
<b>Metals and metal products</b> .....	<b>93.2</b>	<b>93.2</b>	<b>95.2</b>	<b>All commodities other than farm products and foods</b> .....	<b>80.2</b>	<b>80.2</b>	<b>81.4</b>
Agricultural implements.....	93.4	93.4	95.9				
Farm machinery.....	94.7	94.6	97.3				
Iron and steel.....	95.1	95.2	97.2				

<sup>1</sup> Data not available.

<sup>2</sup> Preliminary revision.

<sup>3</sup> Preliminary revision—see pp. 11 and 12 of March 1939 "Wholesale Prices."

### *Index Numbers by Commodity Groups, 1926 to July 1939*

Index numbers of wholesale prices by commodity groups for selected years from 1926 to 1938, inclusive, and by months from July 1938 to July 1939, inclusive, are shown in table 2.

TABLE 2.—Index Numbers of Wholesale Prices, by Groups of Commodities

[1926=100]

Year and month	Farm products	Foods	Hides and leather products	Textile products	Fuel and lighting	Metals and metal products	Building materials	Chemicals and drugs	House-furnishing goods	Miscellaneous	All commodities
<b>By years:</b>											
1926.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1929.....	104.9	99.9	109.1	90.4	83.0	100.5	95.4	94.2	94.3	82.6	95.3
1932.....	48.2	61.0	72.9	54.9	70.3	80.2	71.4	73.5	75.1	64.4	64.8
1933.....	51.4	60.5	80.9	64.8	66.3	79.8	77.0	72.6	75.8	62.5	65.9
1936.....	80.9	82.1	95.4	71.5	76.2	87.0	86.7	80.4	81.7	70.5	80.8
1937.....	86.4	85.5	104.6	76.3	77.6	95.7	95.2	83.9	89.7	77.8	86.3
1938.....	68.5	73.6	92.8	66.7	76.5	95.7	90.3	77.6	86.8	73.3	78.6
<b>By months:</b>											
<b>1938:</b>											
July.....	69.4	74.3	91.5	66.1	76.8	95.2	89.2	77.7	86.4	72.7	78.8
August.....	67.3	73.0	91.9	65.9	76.8	95.4	89.4	77.7	86.4	72.4	78.1
September.....	68.1	74.5	92.0	65.8	76.6	95.5	89.5	77.3	86.2	72.4	78.3
October.....	66.8	73.5	93.4	66.2	75.4	95.3	89.8	77.1	85.7	72.6	77.6
November.....	67.8	74.1	94.6	66.2	73.7	94.9	89.2	76.6	85.8	73.0	77.5
December.....	67.6	73.1	93.1	65.8	73.2	94.6	89.4	76.7	86.0	73.1	77.0
<b>1939:</b>											
January.....	67.2	71.5	93.1	65.9	72.8	94.4	89.5	76.7	85.4	73.2	76.9
February.....	67.2	71.5	91.9	66.1	73.0	94.3	89.6	76.3	85.2	73.5	76.9
March.....	65.8	70.2	91.8	66.6	73.1	94.3	89.8	76.5	85.2	74.1	76.7
April.....	63.7	68.6	90.9	66.9	73.4	94.0	89.6	76.0	85.4	74.4	76.2
May.....	63.7	68.2	91.6	67.5	73.9	93.5	89.5	75.9	85.5	74.2	76.2
June.....	62.4	67.6	92.3	67.3	73.0	93.2	89.5	75.7	85.6	73.8	75.6
July.....	62.6	67.5	92.5	67.6	72.8	93.2	89.7	75.0	85.6	73.4	75.4

The price trend for specified years and months since 1926 is shown in table 3 for the following groups of commodities: Raw materials, semimanufactured articles, finished products, commodities other than farm products, and commodities other than farm products and foods. The list of commodities included under the classifications "Raw materials," "Semimanufactured articles," and "Finished products" was given in the December and year 1938 Wholesale Price pamphlet.

TABLE 3.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods
<b>By years:</b>						<b>By months—Continued.</b>					
1926.....	100.0	100.0	100.0	100.0	100.0	<b>1938:</b>					
1929.....	97.5	93.9	94.5	93.3	91.6	November.....	71.5	76.2	80.5	79.5	80.6
1932.....	55.1	59.3	70.3	68.3	70.2	December.....	70.9	75.2	80.2	79.0	80.3
1933.....	56.5	65.4	70.5	69.0	71.2	<b>1939:</b>					
1936.....	79.9	75.9	82.0	80.7	79.6	January.....	70.9	74.9	80.0	78.9	80.2
1937.....	84.8	85.3	87.2	86.2	85.3	February.....	70.9	74.4	80.2	78.9	80.2
1938.....	72.0	75.4	82.2	80.6	81.7	March.....	70.1	74.6	80.2	79.0	80.4
<b>By months:</b>						April.....	68.5	74.4	80.1	78.8	80.5
<b>1938:</b>						May.....	68.9	74.3	79.9	78.8	80.6
July.....	72.3	74.3	82.5	80.8	81.4	June.....	67.7	74.1	79.6	78.4	80.2
August.....	71.4	74.4	81.8	80.3	81.4	July.....	67.8	74.4	79.2	78.1	80.2
September.....	72.0	74.7	81.8	80.4	81.3						
October.....	70.9	75.9	81.1	79.9	81.1						

## Weekly Fluctuations

Weekly variations in the major commodity group classifications during June and July are shown by index numbers in table 4.

TABLE 4.—Weekly Index Numbers of Wholesale Prices by Commodity Groups, June and July 1939

[1926=100]

Commodity group	July 29, 1939	July 22, 1939	July 15, 1939	July 8, 1939	July 1, 1939	June 24, 1939	June 17, 1939	June 10, 1939	June 3, 1939
All commodities.....	74.8	75.2	75.5	75.6	75.5	75.5	75.4	75.6	75.7
Farm products.....	61.4	62.2	63.3	64.1	62.9	62.7	62.0	62.7	63.1
Foods.....	66.7	67.5	67.6	68.1	67.4	67.4	67.1	67.3	67.5
Hides and leather products.....	93.7	93.2	92.8	92.8	93.1	93.0	93.0	92.8	92.6
Textile products.....	67.5	67.4	67.1	67.0	66.9	66.7	66.8	66.9	66.9
Fuel and lighting materials.....	73.3	73.3	73.4	73.2	73.7	74.1	74.1	73.9	74.1
Metals and metal products.....	93.4	93.3	93.3	93.3	93.3	93.5	93.4	93.5	93.5
Building materials.....	89.4	89.5	89.8	89.5	89.7	89.3	89.5	89.8	89.2
Chemicals and drugs.....	74.6	74.6	74.7	74.7	74.9	75.0	75.5	75.6	75.8
Housefurnishing goods.....	87.0	87.0	87.0	87.0	87.0	86.9	86.9	86.9	86.9
Miscellaneous.....	72.9	73.3	73.3	73.3	73.6	73.7	73.6	73.6	73.8
Raw materials.....	66.9	67.4	68.0	68.4	67.7	67.8	67.4	67.9	68.2
Semimanufactured articles.....	74.5	74.2	74.2	74.2	74.1	74.2	74.3	74.2	74.1
Finished products.....	79.1	79.4	79.6	79.6	79.8	79.8	79.8	79.8	79.9
All commodities other than farm products.....	77.8	78.0	78.1	78.1	78.3	78.4	78.4	78.4	78.5
All commodities other than farm products and foods.....	80.4	80.4	80.4	80.3	80.5	80.6	80.6	80.6	80.6

# *Trend of Employment and Pay Rolls*

---

## SUMMARY OF REPORTS FOR JULY 1939

### *Total Nonagricultural Employment*

AGGREGATE employment in nonagricultural industries in July showed virtually no change from the preceding month's level. The net decrease of 30,000 workers was due largely to the seasonal decline in retail trade, which was less than the average July decrease reported for the past 10 years. Several of the service industries also showed seasonal employment recessions and anthracite and metal mines reported decreased employment. These losses were offset to a large extent by employment gains in construction, transportation, and public utilities. The decline in manufacturing and wholesale trade was negligible. Comparisons of total nonagricultural employment in July 1939 with July 1938 showed an increase of approximately 1,200,000 workers over the year interval.

The foregoing figures do not include emergency employment which changed in July as follows: Decreases of 294,700 on projects operated by the Work Projects Administration, 5,300 on work projects of the National Youth Administration, and an increase of 19,700 in the Civilian Conservation Corps, making a net decrease of approximately 280,300.

### *Industrial and Business Employment*

Employment gains from June to July were reported for 50 of the 87 manufacturing industries surveyed monthly by the Bureau of Labor Statistics and for 8 of the 16 nonmanufacturing industries covered. Pay rolls were larger for 34 of the manufacturing and 5 of the non-manufacturing industries.

The declines of 0.1 percent, or 8,000 wage earners, in manufacturing employment and 2.3 percent, or \$3,800,000, in weekly factory wage disbursements were smaller than the usual decreases for this month of 0.2 percent and 3.7 percent, respectively. Factory employment in July 1939 was 10.5 percent above the level of a year ago and corresponding pay rolls were 18.8 percent higher.

Most of the employment gains over the month interval in the manufacturing industries were contraseasonal or larger than seasonal. Among the industries showing such increases were men's clothing



(8,500 workers), cotton goods (7,000 workers), book and job printing (3,600 workers), woolen and worsted goods (2,900 workers), aircraft (2,700 workers), radios and phonographs (2,600 workers), dyeing and finishing textiles (2,300 workers), furniture (2,200 workers), meat packing (1,700 workers), cane sugar refining (900 workers), petroleum refining (800 workers), structural metalwork (800 workers), and machine tools (700 workers).

Gains of about seasonal proportions were shown in the following manufacturing industries: Canning (40,000 workers), shoes (13,000 workers), rayon and allied products (1,700 workers), silk and rayon goods (1,600 workers), and flour (1,000 workers).

Seasonal employment losses were reported by firms manufacturing women's clothing (17,300 workers), millinery (3,300 workers), glass (1,700 workers), steel (1,600 workers), pottery (1,300 workers), confectionery (1,100 workers), and stamped and enameled ware (1,100 workers).

Firms manufacturing rubber footwear reported a contraseasonal decline (2,800 workers), while larger than seasonal recessions were reported by establishments manufacturing automobiles, bodies, and parts (65,300 workers), agricultural implements (2,500 workers), wirework (2,200 workers), and electric- and steam-railroad cars (1,800 workers). The decline in the automobile industry was due in part to strikes in certain key plants.

The employment gain of 7.4 percent in aircraft factories continued the unbroken series of monthly increases, which began in October of last year, and brought the employment level to nearly  $2\frac{1}{2}$  times the 1929 figure. Employment in shipbuilding showed a slight decline in July, following the uninterrupted succession of monthly increases which began in September of last year. The employment level in July for this industry was still above the level of every month since April 1923, except June 1939. The employment index for the machine-tool industry was higher in July than in any month since February 1938.

The employment decline of 3.4 percent, or 114,100 workers, in retail trade was slightly less than the average midsummer loss shown in the last 10 years. The more important lines or groups under retail trade showing decreases were general merchandising, apparel, furniture, lumber and building materials, farmers' supplies, and jewelry. Retail dealers in coal-wood-ice showed an employment gain of 4.2 percent, while retail dealers in hardware, automobiles and automobile supplies, and food showed gains of 0.6 percent or less.

Wholesale trade establishments as a whole reported a slight loss in number of workers in July as compared with the preceding month. Decreases were reported by wholesalers of lumber and building materials, farm products, and automobiles and automobile supplies;

while gains were registered by dealers in groceries and food products, petroleum products; machinery, equipment, and supplies; and dry goods and apparel.

A contraseasonal employment increase of 1.8 percent in bituminous-coal mining was coupled with a pay-roll decrease of 2.8 percent because of generally decreased production and shut-downs for the July 4 holiday. Quarries and oil wells increased their forces slightly, while anthracite operators reduced the number of their workers somewhat more than seasonally (12.1 percent). Employment in metal mines fell off 2.0 percent. Public utilities increased the number of workers on their rolls slightly, while the seasonal gain of 1.3 percent in laundries brought the employment level for this industry to the highest point since September 1937. Insurance firms reported an increase of 0.8 percent in employment, but brokerage houses decreased their personnel by 1.6 percent. Employment in hotels and dyeing and cleaning plants fell 2.8 percent and 3.2 percent, respectively.

Employment in private building construction showed an increase of 4.5 percent from June to July, according to reports from 14,218 builders and contractors employing 140,434 wage earners in July. Corresponding pay rolls increased 4.6 percent. Employment in the East North Central States increased 10.7 percent and in the South Atlantic area 10.1 percent. All of the States in these two regions shared in the increased employment except Delaware, which showed virtually no change. An increase in Connecticut of 7.6 percent offset slight decreases in the remaining five New England States and resulted in a gain of 0.6 percent for the New England group as a whole. The West North Central and Pacific divisions showed increases of 4.2 percent and 2.3 percent, respectively, while the Middle Atlantic area showed a gain of 1.7 percent, and the East South Central States showed an increase of 0.4 percent. Two geographic divisions, the West South Central and the Mountain, registered decreases of 1.1 percent and 1.0 percent, respectively. The reports on which these figures are based do not cover construction projects financed by the Works Progress Administration, the Public Works Administration, and the Reconstruction Finance Corporation, or by regular appropriations of the Federal, State, or local Governments.

A preliminary report of the Interstate Commerce Commission showed a gain since June of 1.0 percent, or 8,674 persons, in the number employed by class I railroads. The total number working in July was 1,002,135. Corresponding pay-roll figures were not available when this report was prepared. For June they were \$154,436,650 as against \$150,858,242 in May, an increase of 2.4 percent.

*Hours and earnings.*—The average hours worked per week by wage earners in manufacturing industries were 36.6 in July, a decrease of 1.5 percent since June, and the average hourly earnings of these work-

ers were 64.3 cents, a decrease of 0.7 percent as compared with the preceding month. Average weekly earnings of factory workers fell 2.2 percent to \$23.70.

Of the 14 nonmanufacturing industries for which man-hour data are available, 3 showed increases in average hours worked per week, and 9 showed gains in average hourly earnings. Four of the 16 non-manufacturing industries surveyed reported higher average weekly earnings.

Employment and pay-roll indexes, and average weekly earnings in July 1939 for all manufacturing industries combined, for selected non-manufacturing industries, and for class I railroads, with percentage changes over the month and year intervals are presented in table 1.

TABLE 1.—*Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, July 1939 (Preliminary Figures)*

Industry	Employment			Pay rolls			Average weekly earnings		
	Index, July 1939	Percentage change from—		Index, July 1939	Percentage change from—		Average in July 1939	Percentage change from—	
		June 1939	July 1938		June 1939	July 1938		June 1939	July 1938
All manufacturing industries combined <sup>1</sup> .....	(1923-25 =100) 90.5	-0.1	+10.5	(1923-25 =100) 83.9	-2.3 ( <sup>2</sup> )	+18.8 ( <sup>2</sup> )	\$23.70 ( <sup>2</sup> )	-2.2 ( <sup>2</sup> )	+7.5 ( <sup>2</sup> )
Class I steam railroads <sup>2</sup> .....	56.1	+1.0	+7.8	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Coal mining: Anthracite <sup>4</sup> .....	(1929= 100) 45.0	-12.1	+9	(1929= 100) 25.3	-30.0	+25.1	18.65	-20.4	+23.9
Bituminous <sup>4</sup> .....	79.7	+1.8	+1.5	64.6	-2.8	+13.8	22.11	-4.5	+12.1
Metalliferous mining.....	60.4	-2.0	+21.6	47.8	-11.2	+25.7	25.11	-9.4	+3.3
Quarrying and nonmetallic mining.....	47.5	+3	+7.7	40.8	-2.1	+10.4	21.66	-2.5	+2.5
Crude-petroleum producing.....	67.5	+7	-6.7	62.4	-1	-6.5	33.29	-8	+2
Public utilities: Telephone and telegraph.....	75.4	+1	+7	94.6	+1.1	+4.2	31.06	+9	+3.4
Electric light and power and manufactured gas.....	93.2	+1.0	+1.1	100.1	-1	+1.8	33.64	-1.2	+8
Electric-railroad and motor- bus operation and maintenance.....	69.7	-3	-6	70.8	-6	+2.6	33.15	-3	+3.1
Trade: Wholesale.....	87.9	-2	+1.3	75.9	+8	+3.1	29.97	+3	+1.8
Retail.....	83.5	-3.4	+3.0	70.8	-2.4	+4.0	22.12	+1.0	+1.0
General merchandising.....	91.4	-6.1	+4.0	83.6	-5.2	+3.9	18.81	+1.0	-1
Other than general merchandising.....	81.4	-2.5	+2.6	68.1	-1.8	+3.8	24.59	+8	+1.1
Hotels (year-round) <sup>4</sup> .....	90.2	-2.8	-5	79.2	-3.5	+2.3	15.05	-7	+2.8
Laundries <sup>4</sup> .....	100.0	+1.3	+2.2	87.9	+1.1	+6.0	17.92	-2	+3.7
Dyeing and cleaning <sup>4</sup> .....	106.6	-3.2	-1.9	77.1	-8.4	-6	19.92	-5.4	+1.3
Brokerage.....	( <sup>2</sup> )	-1.6	-7.2	( <sup>2</sup> )	-2.2	-6.4	35.52	-6	+9
Insurance.....	( <sup>2</sup> )	+8	+1.2	( <sup>2</sup> )	+2	+1.5	34.38	-6	+3
Building construction.....	( <sup>2</sup> )	+4.5	+8.9	( <sup>2</sup> )	+4.6	+14.3	30.85	+ ( <sup>2</sup> )	+4.4

<sup>1</sup> Revised indexes—adjusted to 1935 Census of Manufactures.

<sup>2</sup> Preliminary. Source: Interstate Commerce Commission.

<sup>3</sup> Not available.

<sup>4</sup> Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, Employment and Pay Rolls.

<sup>5</sup> Average weekly earnings not strictly comparable with figures published in issues of the Monthly Labor Review dated earlier than April 1938 (except for the January figures appearing in the March issue), as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

<sup>6</sup> Less than  $\frac{1}{10}$  of 1 percent.

<sup>7</sup> Cash payments only; the additional value of board, room, and tips cannot be computed.



### *Public Employment*

Because many construction projects financed from funds provided by the Public Works Administration have passed the peak of employment, the number of men at work on these projects decreased from 293,100 in June to 273,800 for the month ending July 15, a decline of 19,300. As compared with the same month in 1938, employment showed a gain of 155,100. Pay-roll disbursements of \$23,077,000 were \$2,879,000 less than in June.

Employment on projects of the United States Housing Authority increased from 8,700 in June to 13,000 in the month ending July 15. Pay rolls for July were \$1,426,000, an increase of \$308,000 over June. These figures cover new construction and demolition and pertain only to those projects started under the United States Housing Authority; those formerly under the Public Works Administration are shown under the Public Works Administration building construction projects in this report.

For the fourth consecutive month, more men were working on projects financed from regular Federal appropriations than in the preceding month. During the month ending July 15, 265,200 men were employed on these projects, a gain of 16,600 over June. Increases were reported in ship construction, water and sewerage, construction of locks and dams, forestry, and rural electrification projects. Decreases occurred in building construction; heavy engineering; dredging, dike, and revetment; and street and road projects. Pay rolls for the month were \$25,776,000.

Approximately 2,500 men were working on projects financed by the Reconstruction Finance Corporation, a slight decrease from the preceding month. Pay rolls for the month ending July 15 were \$266,000.

The release of workers employed continuously for a period of 18 months or more on work relief projects operated by the Work Projects Administration (formerly the Works Progress Administration) caused employment to drop from 2,438,300 in June to 2,143,600 in July, a decrease of 294,700. Pay-roll disbursements of \$119,637,000 for July were \$13,604,000 less than in June. Employment also decreased on Federal projects financed by the Work Projects Administration and on work projects of the National Youth Administration. The Student Aid program was not in operation during July.

During July, the number of workers in camps of the Civilian Conservation Corps was 19,700 greater than in June and 5,800 greater than in July 1938. Of the 322,100 in camps during the month, 284,700 were enrollees, 4,400 reserve officers, 300 nurses, 1,600 educational advisors, and 31,100 supervisory and technical employees.



In the regular services of the Federal Government, employment increases were reported in the executive, legislative, and military services, and a decrease in the judicial service. Of the 928,000 employees in the executive service, 124,000 were working in the District of Columbia, and 804,000 outside the District. Force-account employees (employees who are on the Federal pay roll and are engaged on construction projects) were 9.5 percent of the total number of employees in the executive service. The Post Office Department and the War and Navy Departments reported increased employment in July.

Employment on roads financed wholly from State or local funds increased 4,500 in July. Of the 146,200 at work, approximately 20,000 were engaged in the construction of new roads and 126,200 on maintenance work. Pay-roll disbursements for both types of road work were \$10,522,000.

A summary of Federal employment and pay-roll data for July 1939 is given in table 2.

TABLE 2.—Summary of Federal Employment and Pay Rolls, July and June 1939<sup>1</sup>  
(Preliminary Figures)

Class	Employment		Per-centage change	Pay rolls		Per-centage change
	July	June		July	June	
Federal services:						
Executive <sup>2</sup> .....	927, 887	<sup>3</sup> 925, 982	+0.2	\$138, 953, 657	<sup>3</sup> \$140, 217, 974	-0.9
Judicial.....	2, 192	2, 292	-4.4	549, 952	561, 879	-2.1
Legislative.....	5, 432	5, 353	+1.5	1, 232, 150	1, 218, 290	+1.1
Military.....	376, 326	363, 734	+3.5	29, 273, 973	28, 488, 256	+2.8
Construction projects:						
Financed by PWA <sup>4</sup> .....	273, 801	293, 103	-6.6	23, 077, 354	25, 956, 205	-11.1
USHA low-rent housing.....	13, 020	8, 679	+50.0	1, 426, 123	1, 118, 077	+27.6
Financed by RFC <sup>5</sup> .....	2, 470	2, 503	-1.3	266, 391	290, 517	-8.3
Financed by regular Federal ap-propriations.....	265, 168	248, 525	+6.7	25, 776, 242	26, 437, 806	-2.5
Federal projects financed by the Work Projects Administration.....	169, 851	183, 749	-7.6	6, 058, 225	8, 590, 116	-29.5
Projects operated by WPA.....	2, 143, 593	<sup>3</sup> 2, 438, 255	-12.1	119, 637, 011	<sup>3</sup> 133, 241, 302	-10.2
National Youth Administration:						
Work projects.....	207, 357	212, 607	-2.5	2, 570, 078	3, 962, 582	-35.1
Student Aid.....	( <sup>6</sup> )	281, 116	-----	( <sup>6</sup> )	1, 944, 272	-----
Civilian Conservation Corps.....	322, 058	302, 339	+6.5	14, 459, 934	14, 132, 205	+2.3

<sup>1</sup> Includes data on projects financed wholly or partially from Federal funds.

<sup>2</sup> Includes force-account and supervisory and technical employees shown under other classifications to the extent of 121,189 employees and pay-roll disbursements of \$14,597,828 for July 1939, and 119,314 employees and pay-roll disbursements of \$15,634,335 for June 1939.

<sup>3</sup> Revised.

<sup>4</sup> Data covering PWA projects financed from National Industrial Recovery Act funds, Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds, and Public Works Administration Appropriation Act of 1938 funds are included. These data are not shown under projects financed by the Work Projects Administration. Includes 16,396 wage earners and \$1,509,437 pay roll for July 1939; 19,146 wage earners and \$1,936,132 pay roll for June 1939, covering Public Works Administration projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds. Includes 251,735 wage earners and \$20,914,518 pay roll for July 1939; 267,626 wage earners and \$23,272,006 pay roll for June 1939, covering Public Works Administration projects financed from funds provided by the Public Works Administration Appropriation Act of 1938.

<sup>5</sup> Includes 639 employees and pay-roll disbursements of \$59,636 for July 1939; 689 employees and pay-roll disbursements of \$64,414 for June 1939 on projects financed by the RFC Mortgage Co.

<sup>6</sup> Student Aid program not in operation during July.

## DETAILED REPORTS FOR JUNE 1939

A MONTHLY report on employment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is distributed free upon request. Its principal contents for the month of June, insofar as industrial and business employment is concerned, are reproduced in this section of the Monthly Labor Review.

*Industrial and Business Employment*

Monthly data on employment and pay rolls are available for the following groups: 87 manufacturing industries; 16 nonmanufacturing industries, including private building construction; and class I steam railroads. The reports for the first two of these groups—manufacturing and nonmanufacturing—are based on sample surveys by the Bureau of Labor Statistics. The figures on class I steam railroads are compiled by the Interstate Commerce Commission and are presented in the foregoing summary.

## EMPLOYMENT, PAY ROLLS, HOURS, AND EARNINGS

Employment and pay-roll indexes, as well as average hours worked per week, average hourly earnings, and average weekly earnings for April, May, and June 1939, where available, are presented in table 1. The April and May figures, where given, may differ in some instances from those previously published, because of revisions necessitated primarily by the inclusion of late reports.

The average weekly earnings shown in table 1 are computed by dividing the total weekly pay rolls in the reporting establishments by the total number of full- and part-time employees reported. As not all reporting establishments supply man-hours, average hours worked per week and average hourly earnings are necessarily based on data furnished by a smaller number of reporting firms. The size and composition of the reporting sample varies slightly from month to month. Therefore the average hours per week, average hourly earnings, and average weekly earnings shown are not strictly comparable from month to month. The sample, however, is believed to be sufficiently adequate in virtually all instances to indicate the general movements of earnings and hours over the period shown. The changes from the preceding month, expressed as percentages, are based on identical lists of firms for the 2 months, but the changes from June 1938 are computed from chain indexes based on the month-to-month percentage changes.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries  
MANUFACTURING

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1935 Census of Manufactures. Not comparable to indexes published in pamphlets prior to August 1938. Comparable series available upon request]

Industry	Employment Index			Pay-roll Index			Average weekly earnings <sup>1</sup>			Average hours worked per week <sup>1</sup>			Average hourly earnings <sup>1</sup>		
	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939
All manufacturing.....	90.6	90.1	91.1	85.9	84.4	84.9	\$24.25	\$23.90	\$23.85	37.2	36.7	36.4	64.8	64.9	64.8
Durable goods.....	83.9	83.3	84.1	81.4	79.5	80.2	27.43	26.93	27.00	37.4	36.7	36.5	72.4	72.4	72.6
Non-durable goods.....	97.0	96.7	97.8	91.0	89.9	90.2	21.31	21.11	20.92	37.1	36.7	36.4	58.2	58.4	58.2
Durable goods															
Iron and steel and their products, not including machinery.....	37.5	37.3	38.3	30.7	28.4	30.1	26.89	26.17	26.46	35.6	34.9	35.1	75.7	75.3	75.3
Blast furnaces, steel works, and rolling mills.....	92.3	91.3	92.3	83.4	79.9	82.8	28.30	27.40	28.07	33.6	32.8	33.6	83.5	83.5	83.5
Bolts, nuts, washers and rivets.....	88.2	89.0	90.0	81.9	81.8	82.0	23.59	23.46	23.26	34.0	33.7	33.5	69.6	69.6	69.4
Cast-iron pipe.....	67.8	67.9	67.4	62.0	63.6	58.5	21.58	22.32	20.71	36.9	38.2	35.4	58.2	58.1	58.2
Cutlery (not including silver and plated cutlery) and edge tools.....	83.4	80.2	84.7	77.7	72.0	74.2	23.56	22.65	22.17	38.8	38.1	37.6	61.4	60.4	59.8
Forgings, iron and steel.....	48.0	48.4	48.7	45.7	46.5	46.5	27.95	28.17	28.05	36.5	36.7	36.8	76.6	77.0	76.0
Hardware.....	68.5	76.1	80.7	71.4	75.1	76.7	25.21	23.87	23.05	38.5	36.7	35.2	65.5	65.1	65.5
Plumbers' supplies.....	74.8	73.9	73.4	67.7	67.2	64.6	25.56	25.81	24.98	38.1	38.2	37.0	67.1	67.6	67.6
Stamped and enameled ware.....	134.7	132.8	135.3	131.4	128.2	131.8	23.44	23.19	23.34	37.3	37.1	36.9	62.5	62.4	63.0
Steam and hot-water heating apparatus and steam fittings.....	69.1	68.6	68.8	58.9	56.7	56.0	25.66	24.92	24.52	36.9	35.7	35.2	69.6	69.6	69.7
Stoves.....	82.7	82.4	81.1	70.0	68.9	69.0	25.04	24.77	25.19	37.9	37.3	38.1	66.5	66.5	66.7
Structural and ornamental metalwork.....	67.8	67.2	66.9	60.6	59.1	59.5	28.13	27.71	28.06	39.1	38.2	38.4	72.1	72.7	73.1
Tin cans and other tinware.....	93.0	89.1	88.2	102.4	96.8	94.0	24.00	23.66	23.19	39.4	38.9	38.1	60.9	60.9	61.1
Tools (not including edge tools, machine tools, files, and saws).....	84.0	84.1	84.5	81.4	80.9	81.6	24.05	23.83	23.95	39.0	38.8	39.1	61.8	61.5	61.4
Wirework.....	144.2	154.7	159.4	152.2	153.3	162.9	25.26	23.91	24.68	37.6	35.9	36.7	67.3	66.8	67.5
Machinery, not including transportation equipment.....	95.6	94.9	95.1	96.4	94.9	97.7	27.97	27.86	27.86	38.6	38.3	37.7	72.5	72.5	72.5
Agricultural implements (including tractors).....	113.6	117.5	123.8	118.9	126.0	134.9	28.85	29.56	30.00	37.1	37.7	37.9	78.0	78.7	79.5
Cash registers, adding machines, and calculating machines.....	130.4	129.5	129.9	123.5	121.4	119.8	30.62	30.29	29.81	37.6	37.3	36.7	82.1	82.0	81.8
Electrical machinery, apparatus, and supplies.....	85.8	85.9	86.1	88.0	87.0	85.7	28.42	28.11	27.57	38.3	37.8	37.2	74.4	74.4	74.2
Engines, turbines, water wheels, and windmills.....	99.6	98.0	96.3	117.5	117.2	115.1	30.57	30.95	30.94	39.2	39.5	39.3	78.2	78.7	79.2
Foundry and machine-shop products.....	85.1	84.6	84.5	82.4	80.4	78.8	27.71	27.23	26.70	38.7	38.3	37.4	71.6	71.0	71.4

For footnotes see end of table.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued

## MANUFACTURING—Continued

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1935 Census of Manufactures. Not comparable to indexes published in pamphlets prior to August 1938. Comparable series available upon request]

Industry	Employment index			Pay-roll index			Average weekly earnings <sup>1</sup>			Average hours worked per week <sup>1</sup>			Average hourly earnings <sup>1</sup>		
	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939
<i>Durable goods—Continued</i>															
<b>Machinery—Continued.</b>															
Machine tools.....	137.0	133.6	131.2	153.2	149.3	140.8	\$31.78	\$31.70	\$30.46	42.5	42.4	40.9	74.8	74.9	74.6
Radios and phonographs.....	108.5	96.4	94.6	95.2	84.1	80.8	21.63	21.73	21.19	37.2	36.9	36.2	58.3	58.3	58.6
Textile machinery and parts.....	73.1	72.7	72.0	75.5	71.8	71.4	26.70	25.65	25.79	40.5	38.7	38.8	66.1	66.4	66.6
Typewriters and parts.....	124.0	126.0	128.2	114.3	128.5	134.2	22.13	24.49	25.13	34.5	37.1	38.5	64.0	66.0	65.3
Transportation equipment.....	89.9	90.3	95.2	89.2	87.6	94.4	32.31	31.94	31.80	36.3	34.9	35.5	89.3	89.5	89.8
Aircraft.....	1,283.4	1,183.9	1,078.4	1,310.6	1,165.2	1,063.7	31.17	30.04	30.09	42.0	41.2	40.8	73.6	73.7	74.6
Automobiles.....	91.6	93.3	101.8	88.6	88.0	99.5	32.75	31.18	32.33	35.3	33.5	34.9	93.0	93.1	92.8
Cars, electric- and steam-railroad.....	32.3	33.7	33.1	31.8	33.5	31.5	26.94	27.21	26.06	36.5	36.7	34.6	73.8	74.0	75.3
Locomotives.....	27.0	22.4	19.1	24.4	19.6	16.2	29.01	28.15	27.14	37.7	36.6	35.2	77.0	77.0	77.1
Shipbuilding.....	121.5	118.0	112.3	132.4	127.6	117.3	32.53	32.29	31.22	38.5	38.9	37.6	83.2	82.1	83.1
Nonferrous metals and their products.....	91.6	92.4	93.5	86.7	86.8	86.0	25.52	25.38	24.90	38.2	37.7	37.1	67.0	67.2	69.9
Aluminum manufactures.....	154.7	152.2	154.6	161.2	156.8	160.6	26.65	26.34	26.56	39.1	38.7	38.8	68.0	68.1	68.4
Brass, bronze, and copper products.....	98.7	99.1	98.4	99.4	99.4	95.9	27.32	27.18	26.43	38.8	38.5	37.6	70.7	70.8	70.4
Clocks and watches and time-recording devices.....	79.9	82.2	83.7	79.8	81.8	84.1	21.30	21.03	21.24	36.4	35.6	36.2	58.5	59.1	58.7
Jewelry.....	87.7	86.1	90.4	73.0	69.3	71.1	23.12	22.46	21.90	38.8	37.3	36.7	59.1	59.9	58.1
Lighting equipment.....	76.2	81.2	83.5	67.0	70.9	68.9	24.79	24.63	23.27	35.6	35.1	33.2	69.7	70.1	69.9
Silverware and plated ware.....	65.5	66.2	66.3	58.6	59.8	59.4	24.53	24.80	24.61	38.5	39.3	39.0	64.0	63.7	63.4
Smelting and refining—copper, lead, and zinc.....	71.0	71.3	72.0	66.4	66.6	66.2	26.34	26.29	25.90	38.1	38.0	37.5	69.1	69.2	69.1
Lumber and allied products.....	66.8	65.3	64.3	60.4	58.2	55.7	20.96	20.73	20.08	39.1	38.6	37.7	54.3	54.3	53.9
Furniture.....	78.7	77.0	77.9	64.9	63.1	63.5	19.91	19.86	19.74	38.0	37.5	37.3	52.7	53.0	53.2
Lumber:															
Millwork.....	57.2	53.9	54.2	48.6	45.0	43.9	22.45	21.99	21.40	41.4	41.0	39.7	54.3	53.8	54.0
Sawmills.....	54.4	53.7	51.8	51.9	50.3	46.3	21.26	21.00	19.94	39.2	38.6	37.5	55.2	55.2	54.2
Stone, clay, and glass products.....	74.4	72.5	72.7	66.9	64.1	63.0	23.94	23.48	22.96	37.2	36.4	35.5	64.7	64.6	64.8
Brick, tile, and terra cotta.....	57.1	53.6	53.6	46.2	40.4	39.6	21.25	19.91	19.46	39.5	37.4	36.4	53.8	53.4	53.5
Cement.....	70.5	66.8	66.5	69.3	63.6	61.9	27.31	26.63	25.91	39.0	38.1	37.6	70.0	70.0	68.9
Glass.....	93.0	91.5	91.9	96.0	91.7	89.4	24.86	24.15	23.37	35.0	34.2	33.1	71.1	70.6	70.7
Marble, granite, slate, and other products.....	45.9	47.5	47.2	36.5	40.4	38.8	26.76	28.63	27.55	37.5	39.5	37.0	71.8	72.7	74.9
Pottery.....	79.6	80.7	81.6	69.2	73.1	74.9	21.59	22.46	22.82	36.2	36.6	36.5	63.1	62.3	63.1



## Nondurable goods

Textiles and their products													
Fabrics													
Carpets and rugs	94.9	96.1	98.6	77.6	77.8	79.8	16.49	16.35	16.36	35.4	34.8	34.7	47.2
Cotton goods	87.8	88.3	88.8	74.6	74.2	73.9	16.18	15.86	15.86	35.9	35.5	35.4	45.9
Cotton small wares	78.8	79.8	83.7	64.3	64.2	70.6	21.49	22.39	22.39	34.0	33.6	33.6	63.5
Dyeing and finishing textiles	84.1	85.2	86.7	70.8	72.2	73.2	13.69	13.78	13.78	35.8	35.7	35.6	63.2
Hats, fur-felt	79.0	82.3	83.7	73.0	74.8	76.1	17.75	17.34	17.34	37.9	37.6	38.1	46.7
Knit goods	106.4	112.7	114.4	88.6	94.3	97.0	20.29	20.64	20.64	37.4	37.6	38.8	53.7
Hosiery	79.8	76.6	80.8	74.7	64.3	55.7	23.24	21.33	17.48	33.4	30.9	25.0	70.9
Knitted underwear	113.0	114.1	114.9	109.5	108.3	112.4	17.16	16.93	17.27	35.3	34.9	35.6	49.4
Knitted undergarments	141.7	145.4	147.2	104.0	106.7	104.3	17.95	17.75	18.40	34.3	34.1	35.5	52.0
Knitted cloth	74.8	73.0	73.5	68.1	65.6	63.6	16.96	16.98	16.32	36.7	37.0	35.5	46.1
Silk and rayon goods	152.6	144.1	150.2	123.8	110.8	112.4	17.66	17.07	16.68	38.2	36.6	36.2	40.5
Woolen and worsted goods	56.4	58.7	62.0	45.5	46.5	48.7	15.38	15.19	15.02	35.4	35.1	35.2	43.0
Wearing apparel	79.8	75.0	69.0	66.7	60.9	52.3	19.32	18.77	17.54	36.7	35.7	33.3	52.6
Clothing, men's	109.3	112.2	119.0	80.9	82.1	88.8	17.46	17.43	17.84	34.6	33.6	33.7	49.8
Clothing, women's	97.9	96.7	103.8	71.7	66.6	74.3	19.04	18.04	18.85	33.8	31.9	32.6	56.8
Corsets and allied garments	151.9	159.7	171.1	103.1	110.4	118.0	18.06	19.03	18.86	35.6	34.7	33.8	47.8
Men's furnishings	106.6	106.8	106.1	109.1	111.8	111.2	17.09	17.57	17.58	38.0	38.9	38.7	45.1
Millinery	128.1	127.3	132.3	113.4	104.9	109.9	13.83	12.88	12.96	35.7	33.8	34.3	37.7
Shirts and collars	58.2	70.2	77.7	40.6	52.5	63.9	18.43	19.99	21.70	28.8	31.1	32.3	63.0
Shirts and neckties	115.6	118.0	119.3	100.9	102.2	102.6	13.33	13.40	13.44	34.2	34.3	34.7	39.4
Boots and shoes	88.1	87.0	94.0	69.3	64.2	74.5	18.85	17.43	18.73	35.1	32.8	35.8	52.7
Leather	87.4	86.4	94.5	63.2	57.9	70.1	17.44	15.93	17.58	34.2	31.8	35.3	50.2
Food and kindred products	83.5	82.0	84.5	84.6	81.0	83.7	24.30	23.78	23.83	38.7	37.9	37.8	63.0
Baking	122.8	116.8	114.0	125.6	120.9	113.9	25.13	25.48	24.57	40.5	40.7	39.4	62.2
Beverages	146.7	145.4	142.0	145.1	143.4	135.7	25.96	25.91	25.11	42.2	42.2	41.1	61.8
Butter	265.1	246.4	235.7	330.8	301.3	282.2	34.78	33.92	33.15	40.8	40.0	38.8	85.5
Canning and preserving	107.2	101.4	95.6	92.7	87.0	82.1	22.63	22.53	22.33	47.7	46.7	46.2	47.3
Confectionery	121.1	92.9	92.8	102.0	85.6	81.0	15.54	17.01	16.13	34.2	34.9	34.0	46.4
Flour	68.8	70.6	72.3	68.4	69.6	67.2	18.52	18.33	17.27	36.6	36.7	35.3	50.5
Ice cream	78.4	77.0	75.3	77.2	75.0	72.6	25.40	25.29	24.96	42.0	42.0	41.5	60.3
Slaughtering and meat packing	94.4	87.1	75.8	80.0	75.2	65.7	28.42	29.02	29.22	47.1	47.1	46.5	59.9
Sugar, beet	97.8	95.4	91.8	109.8	107.7	99.5	28.25	28.39	27.23	40.9	41.2	39.3	69.1
Sugar refining, cane	50.8	48.3	43.5	55.0	52.2	45.6	27.89	27.71	26.94	41.1	40.5	37.0	70.9
Tobacco manufactures	84.2	81.0	93.9	74.5	70.2	85.1	23.87	23.36	24.42	37.2	36.6	36.3	64.2
Chewing and smoking tobacco and snuff	63.8	62.8	61.7	58.9	55.8	53.2	17.19	16.60	16.08	36.6	35.3	34.0	47.4
Cigars and cigarettes	59.2	59.5	60.6	65.7	65.6	64.3	17.25	17.26	16.59	33.8	33.8	33.2	51.0
Paper and printing	64.4	63.2	61.9	58.0	54.5	51.7	17.17	16.45	15.96	36.9	35.5	34.1	47.0
Boxes, paper	104.8	106.0	105.9	102.2	103.9	103.3	28.04	28.22	28.08	38.1	38.2	39.1	77.2
Paper and pulp	99.5	100.1	100.4	105.5	104.2	103.8	21.75	21.28	21.13	39.8	39.1	39.2	55.1
Printing and publishing	106.1	106.7	106.3	104.4	105.5	104.6	24.13	24.25	24.11	39.0	39.4	39.4	61.6
Book and job	97.5	99.8	99.9	88.7	90.9	90.2	30.28	30.31	30.01	38.1	38.5	38.0	80.2
Newspapers and periodicals	105.7	106.8	106.5	107.0	109.2	108.9	37.18	37.62	37.66	36.2	36.3	36.3	98.8

For footnotes see end of table.

TABLE 1.—*Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued*  
MANUFACTURING—Continued

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1935 Census of Manufactures. Not comparable to indexes published in pamphlets prior to August 1938. Comparable series available upon request]

Industry	Employment index			Pay-roll index			Average weekly earnings <sup>1</sup>			Average hours worked per week <sup>1</sup>			Average hourly earnings <sup>1</sup>		
	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939	June 1939	May 1939	April 1939
<i>Nondurable goods—Continued</i>															
Chemicals and allied products, and petroleum refining.....	109.2	111.5	114.8	119.8	120.4	120.4	\$29.48	\$28.81	\$27.80	38.5	38.4	38.2	78.2	74.9	73.2
Petroleum refining.....	119.4	117.0	116.1	134.4	132.1	128.5	34.87	35.10	34.39	36.1	36.3	35.6	96.9	97.0	97.3
Other than petroleum refining.....	106.7	110.1	114.4	115.3	116.8	117.9	26.97	26.11	25.26	39.5	39.1	39.1	68.0	66.8	65.0
Chemicals.....	114.5	114.5	115.0	129.1	128.9	127.9	31.07	31.00	30.66	40.0	39.9	39.5	77.7	77.6	77.7
Cottonseed—oil, cake, and meal.....	47.2	64.9	73.5	40.9	52.0	60.3	13.37	12.39	12.75	42.2	40.5	42.2	30.5	30.0	29.9
Druggists' preparations.....	107.0	106.8	107.6	119.0	118.5	119.4	24.95	24.85	25.05	39.8	39.3	39.1	59.2	59.7	60.7
Explosives.....	85.9	82.0	80.8	96.3	91.2	89.5	30.92	30.68	30.57	38.4	38.3	37.7	80.6	80.0	81.1
Fertilizers.....	70.4	110.4	157.5	64.7	105.2	135.2	16.79	17.61	15.84	35.4	38.5	40.2	47.5	45.8	39.4
Paints and varnishes.....	119.3	118.4	117.6	126.4	127.3	123.2	28.62	29.12	28.24	41.1	41.5	40.7	69.7	70.1	69.7
Rayon and allied products.....	303.6	308.5	315.4	301.8	298.3	304.4	24.61	23.70	23.64	38.4	36.6	36.5	64.0	64.7	64.9
Soap.....	89.4	87.7	88.4	93.5	90.3	91.2	29.74	29.23	29.28	40.0	39.0	39.2	74.6	75.1	74.9
Rubber products.....	80.2	81.4	82.2	84.3	82.1	83.1	27.88	28.81	27.00	36.5	36.7	35.7	78.5	74.2	78.1
Rubber boots and shoes.....	58.0	61.0	60.7	57.5	56.8	59.0	22.69	21.35	22.23	37.3	35.8	37.1	60.8	59.7	59.9
Rubber tires and inner tubes.....	66.7	67.2	67.2	76.8	73.5	73.6	33.06	31.46	31.48	34.9	33.2	33.3	94.7	94.4	94.7
Rubber goods, other.....	127.5	128.7	132.3	124.5	124.4	126.9	22.77	22.69	22.62	38.1	38.2	38.0	60.3	60.1	60.2
<i>Nonmanufacturing</i>															
Coal mining:															
Anthracite <sup>1</sup> .....	51.2	52.6	53.0	36.1	57.0	43.4	\$23.30	\$35.84	\$27.08	25.4	38.8	29.2	92.8	91.8	92.3
Bituminous <sup>1</sup> .....	79.1	47.9	25.9	70.6	20.4	17.6	23.12	11.32	18.10	25.4	14.1	21.4	89.7	86.0	88.4
Metalliferous mining.....	61.2	61.9	61.5	53.9	54.1	52.6	27.56	27.50	27.03	39.3	40.0	39.1	70.6	69.1	69.5
Quarrying and nonmetallic mining.....	47.4	45.6	43.0	41.8	39.7	35.9	22.13	21.74	21.11	40.1	40.0	37.9	54.9	54.5	55.4
Crude-petroleum producing.....	67.0	66.1	65.8	62.4	61.2	60.8	33.74	34.04	33.90	38.8	38.8	38.1	86.9	86.1	87.2

## NONMANUFACTURING

[Indexes are based on 12-month average, 1929=100]

## Public utilities:

Telephone and telegraph \*  
Electric light and power and manufactured gas \*  
Electric-railroad and motorbus operation and maintenance \*

## Trade:

Wholesale \*  
Retail \*  
General merchandising \*  
Other than general merchandising \*

Hotels (year-round) \*\*

Laundries \*

Dyeing and cleaning \*

Brokerage \*\*

Insurance \*\*

Building construction \*

76.1	75.5	74.1	93.6	93.7	92.1	30.44	30.72	30.81	39.1	38.8	39.0	80.9	81.8	81.7
92.2	91.0	90.3	100.2	98.8	96.9	33.99	33.82	33.47	40.1	40.1	39.1	84.9	84.6	85.5
69.9	69.6	69.1	71.2	70.1	69.6	33.24	32.89	32.83	46.3	45.6	45.6	71.0	71.2	71.2
88.1	87.2	87.3	75.7	74.9	74.8	29.97	29.72	29.75	42.1	42.1	41.6	71.4	71.1	71.9
86.4	85.7	85.5	72.5	71.5	71.3	21.36	21.19	21.29	42.7	42.4	42.4	55.1	55.0	54.8
97.4	96.8	96.9	88.1	86.7	86.6	18.05	17.90	17.86	39.2	38.9	39.0	48.7	48.8	48.4
83.5	82.8	82.5	69.3	68.3	68.1	24.00	23.86	24.25	43.8	43.5	43.5	57.1	56.9	56.7
93.2	93.9	93.2	82.1	82.4	81.9	15.06	15.22	15.01	46.9	46.6	46.6	32.4	32.4	31.7
98.7	95.5	93.5	86.9	83.9	79.9	17.98	18.07	17.57	43.3	43.0	42.2	41.9	42.4	42.1
109.9	107.0	102.2	84.1	83.0	73.3	20.98	21.12	19.71	43.5	43.9	41.0	48.8	49.1	49.2
-1.9	-1.4	-3	-2.5	-1.1	-1.3	35.71	36.08	36.26	(*)	(*)	(*)	(*)	(*)	(*)
+4	+3	+1	+5	+6	+6	36.48	36.82	36.71	(*)	(*)	(*)	(*)	(*)	(*)
+1.4	+6.7	+10.8	-7	+11.9	+14.9	30.87	31.40	29.92	33.4	33.5	31.2	92.8	94.1	96.2

\* A average weekly earnings are computed from figures furnished by all reporting establishments. A average hours and average hourly earnings are computed from data supplied by a smaller number of establishments, as not all reporting firms furnish man-hours. The figures are not strictly comparable from month to month because of changes in the size and composition of the reporting sample. Hours and earnings for all manufacturing industries now relate to 87 industries instead of 89 which were covered in the July and prior issues of the pamphlet. The 2 industries excluded are electric- and steam-railroad repair shops. The averages for the durable-goods group have also been affected by this exclusion.

† Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, Employment and Pay Rolls.

‡ Average weekly earnings, hourly earnings, and hours not strictly comparable with figures published in pamphlets prior to January 1938 as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

§ Cash payments only; the additional value of board, room, and tips cannot be computed.

|| Indexes of employment and pay rolls are not available, percentage changes from preceding month substituted.

\* Not available.

**INDEXES OF EMPLOYMENT AND PAY ROLLS, JUNE 1938 THROUGH  
JUNE 1939**

Indexes of employment and pay rolls are given in table 2 for all manufacturing industries combined, for the durable- and nondurable-goods groups of manufacturing industries, and for each of 13 non-manufacturing industries, including 2 subgroups under retail trade, by months, from June 1938 to June 1939, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to June 1939.

The indexes of factory employment and pay rolls are based on the 3-year average 1923-25 as 100. They relate to wage earners only and are computed from reports supplied by representative manufacturing establishments in 87 manufacturing industries. These reports cover more than 55 percent of the total wage earners in all manufacturing industries of the country and more than 65 percent of the wage earners in the 87 industries included in the monthly survey of the Bureau of Labor Statistics.

The indexes for the nonmanufacturing industries are based on the 12-month average for 1929 as 100. Figures for mining, laundries, and dyeing and cleaning cover wage earners only, but the figures for public utilities, trade, and hotels relate to all employees except corporation officers, executives, and other employees whose duties are mainly supervisory. For crude-petroleum producing they cover wage earners and the clerical field force. The coverage of the reporting samples for the various nonmanufacturing industries ranges from 25 percent for wholesale trade to 80 percent for quarrying and non-metallic mining and public utilities.

Data for both manufacturing and nonmanufacturing industries are based on reports of the number of employees and amount of pay rolls for the pay period ending nearest the 15th of the month.



TABLE 2.—Indexes of Employment and Pay Rolls in Selected Manufacturing<sup>1</sup> and Non-manufacturing<sup>2</sup> Industries, June 1938 to June 1939, Inclusive

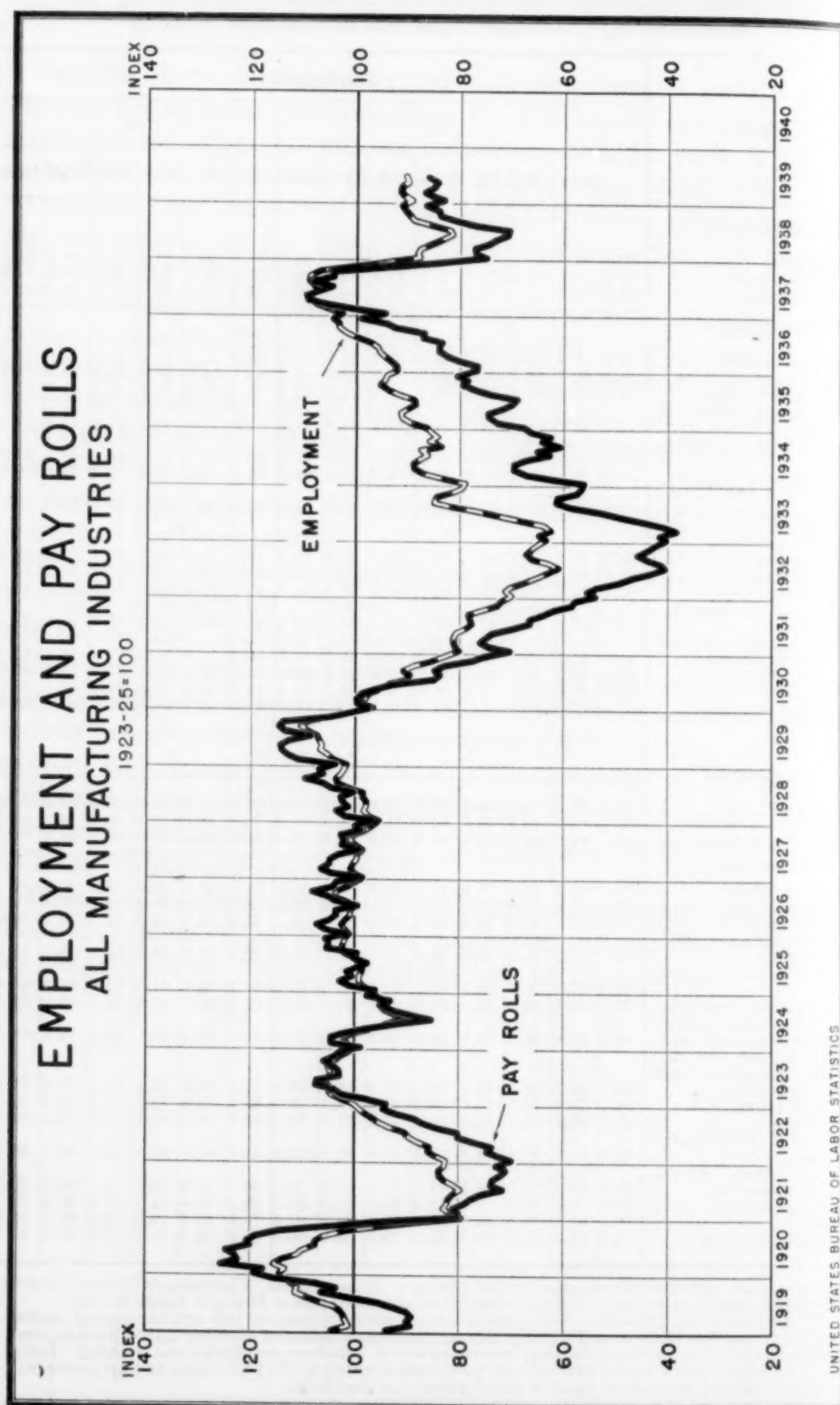
Industry	Employment														
	Av. 1938	1938							1939						
		June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	
<i>Manufacturing</i>															
All industries.....	86.8	81.6	81.9	85.7	88.8	89.5	90.5	91.2	89.5	90.7	91.4	91.1	90.1	90.6	
Durable goods <sup>3</sup> .....	77.3	72.4	70.3	71.7	75.3	79.0	82.1	83.1	81.6	82.6	83.5	84.1	83.3	83.9	
Nondurable goods <sup>4</sup> .....	96.0	90.3	92.9	99.0	101.7	99.4	98.4	98.8	97.1	98.4	98.9	97.8	96.7	97.0	
<i>Nonmanufacturing</i>															
Anthracite mining.....	52.3	56.0	44.6	37.6	46.4	52.4	51.0	51.3	50.0	52.2	51.7	53.0	52.6	51.2	
Bituminous-coal mining.....	86.7	80.2	78.5	80.1	83.4	87.2	88.6	89.3	88.7	88.6	87.4	25.9	47.9	79.1	
Metalliferous mining.....	59.0	56.0	49.7	51.4	55.2	57.9	61.9	62.3	62.6	60.9	61.0	61.5	61.9	61.2	
Quarrying and nonmetallic mining.....	42.3	43.0	44.1	44.6	44.6	44.4	44.4	41.4	38.3	37.9	40.1	43.0	45.6	47.4	
Crude-petroleum producing.....	72.1	72.8	72.3	72.4	71.5	69.5	68.3	67.8	67.0	66.4	66.2	65.8	66.1	67.0	
Telephone and telegraph.....	75.1	74.8	74.9	74.8	74.9	74.7	74.4	74.3	74.1	73.3	73.4	74.1	75.5	76.1	
Electric light and power, and manufactured gas.....	92.3	92.2	92.3	92.7	92.5	92.5	91.9	91.4	90.0	89.6	89.5	90.3	91.0	92.2	
Electric-railroad and motorbus operation and maintenance.....	70.3	70.4	70.1	69.5	69.3	69.9	69.5	69.4	69.2	69.3	69.5	69.1	69.6	69.9	
Wholesale trade.....	88.8	87.2	86.8	87.6	88.5	89.1	89.8	90.0	88.3	87.9	87.4	87.3	87.2	88.1	
Retail trade.....	85.2	83.6	81.1	80.0	84.7	85.9	86.9	98.1	82.2	81.5	83.8	85.5	85.7	86.2	
General merchandising.....	98.0	91.9	87.9	86.4	97.0	99.4	104.5	144.1	90.7	88.8	93.2	96.9	96.8	97.2	
Other than general merchandising.....	81.8	81.4	79.3	78.3	81.5	82.3	82.3	86.0	80.0	79.6	81.3	82.5	82.8	83.3	
Year-round hotels.....	92.7	92.2	90.7	90.4	91.8	92.9	92.5	92.0	91.8	92.6	92.7	93.2	93.9	93.2	
Laundries.....	95.7	96.6	97.8	97.5	96.5	94.4	93.7	93.4	93.3	92.8	92.9	93.5	95.5	98.7	
Dyeing and cleaning.....	104.3	110.8	108.6	105.0	107.8	106.8	102.5	97.9	94.2	92.1	95.4	102.2	107.0	109.9	
<i>Pay rolls</i>															
<i>Manufacturing</i>															
All industries.....	77.5	70.8	70.6	76.9	81.0	83.8	84.1	86.5	83.4	85.5	86.9	84.9	84.4	85.9	
Durable goods <sup>3</sup> .....	68.2	61.7	58.6	63.7	68.7	75.2	78.3	80.4	76.6	78.5	80.1	80.2	79.5	81.4	
Nondurable goods <sup>4</sup> .....	88.0	80.9	84.1	91.7	94.9	93.4	90.6	93.4	91.0	93.3	94.6	90.2	89.9	91.0	
<i>Nonmanufacturing</i>															
Anthracite mining.....	38.2	49.7	20.2	20.0	29.4	43.4	36.2	42.5	38.0	45.2	34.2	43.4	57.0	36.1	
Bituminous-coal mining.....	67.9	57.0	56.8	64.2	71.9	78.3	81.4	80.9	78.2	81.2	77.8	17.6	20.4	70.6	
Metalliferous mining.....	50.4	46.1	38.0	43.7	46.1	49.2	52.3	54.1	55.3	53.4	53.6	52.6	54.1	53.9	
Quarrying and nonmetallic mining.....	35.1	37.3	37.0	39.2	38.4	39.2	37.2	33.7	30.2	29.7	33.1	35.9	39.7	41.8	
Crude-petroleum producing.....	66.5	67.6	66.7	66.8	66.5	63.7	63.2	62.5	60.9	62.7	61.3	60.8	61.2	62.4	
Telephone and telegraph.....	92.1	90.9	90.9	91.3	92.6	95.3	93.0	92.5	92.0	91.7	91.9	92.1	93.7	93.6	
Electric light and power, and manufactured gas.....	98.5	98.6	98.3	98.9	98.4	99.9	98.6	98.2	95.9	96.4	96.7	96.9	98.8	100.2	
Electric-railroad and motorbus operation and maintenance.....	69.7	69.7	69.0	69.5	68.4	68.9	68.8	69.7	71.1	69.9	70.5	69.6	70.1	71.2	
Wholesale trade.....	74.7	73.8	73.6	73.7	74.3	75.1	75.4	75.7	75.5	74.6	74.7	74.8	74.9	75.7	
Retail trade.....	70.4	69.5	68.1	66.8	69.4	70.8	71.5	79.2	69.7	68.4	69.6	71.3	71.5	72.5	
General merchandising.....	87.8	84.3	80.4	78.8	85.3	88.3	91.8	122.9	84.0	81.0	83.4	86.6	86.7	88.1	
Other than general merchandising.....	66.8	66.4	65.6	64.3	66.1	67.2	67.3	70.1	66.7	65.8	66.8	68.1	68.3	69.3	
Year-round hotels.....	80.3	79.6	77.4	77.4	78.9	80.8	81.3	81.1	80.2	82.8	81.1	81.9	82.4	82.1	
Laundries.....	80.6	81.8	83.0	83.1	81.4	79.5	79.3	80.0	79.6	78.6	79.3	79.9	83.9	86.9	
Dyeing and cleaning.....	75.3	83.3	77.5	74.3	81.7	78.0	73.9	68.3	65.8	63.2	67.7	73.3	83.0	84.1	

<sup>1</sup> 3-year average, 1923-25=100—adjusted to 1935 Census of Manufactures. Comparable indexes for earlier months are in August 1938 issue of pamphlet and November 1938 issue of Monthly Labor Review.

<sup>2</sup> 12-month average for 1929=100. Comparable indexes are in November 1934 and subsequent issues of Employment and Pay Rolls, or in February 1935 and subsequent issues of Monthly Labor Review, except for anthracite and bituminous-coal mining, year-round hotels, laundries, and dyeing and cleaning. Indexes for these industries from January 1929 forward have been adjusted to the 1935 census and are presented in the January 1938 and subsequent issues of Employment and Pay Rolls.

<sup>3</sup> Includes: Iron and steel, machinery, transportation equipment, nonferrous metals, lumber and allied products, and stone, clay, and glass products.

<sup>4</sup> Includes: Textiles and their products, leather and its manufactures, food and kindred products, tobacco manufactures, paper and printing, chemicals and allied products, products of petroleum and coal, rubber products, and a number of miscellaneous industries not included in other groups.



## TREND OF INDUSTRIAL AND BUSINESS EMPLOYMENT, BY STATES

A comparison of employment and pay rolls, by States and geographic divisions, in May and June 1939 is shown in table 3 for all groups combined and for all manufacturing industries combined based on data supplied by reporting establishments. The percentage changes shown, unless otherwise noted, are unweighted—that is, the industries included in the manufacturing group and in the grand total have not been weighted according to their relative importance.

The totals for all manufacturing industries combined include figures for miscellaneous manufacturing industries in addition to the 87 manufacturing industries presented in table 1. The totals for all groups combined include all manufacturing industries, each of the nonmanufacturing industries presented in table 1 (except building construction), and seasonal hotels.

Similar comparisons showing only percentage changes are available in mimeographed form for "All groups combined," for "All manufacturing," for anthracite mining, bituminous-coal mining, metalliferous mining, quarrying and nonmetallic mining, crude-petroleum producing, public utilities, wholesale trade, retail trade, hotels, laundries, dyeing and cleaning, and brokerage and insurance.

TABLE 3.—Comparison of Employment and Pay Rolls in Identical Establishments in June 1939, by Geographic Divisions and by States

Figures in italics are not compiled by the Bureau of Labor Statistics, but are taken from reports issued by cooperating State organizations]

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll June 1939	Percentage change from May 1939	Amount of pay roll (1 week) June 1939	Percentage change from May 1939	Number of establishments	Number on pay roll June 1939	Percentage change from May 1939	Amount of pay roll (1 week) June 1939	Percentage change from May 1939
				<i>Dollars</i>					<i>Dollars</i>	
New England.....	12, 658	858, 733	+0.3	19, 834, 004	+1.4	3, 641	589, 019	+(1)	12, 898, 336	+1.3
Maine.....	773	55, 473	+3.4	1, 075, 508	+5.6	283	47, 097	+3.7	883, 327	+6.1
New Hampshire.....	605	39, 510	+1	799, 267	+9	217	33, 775	-3	670, 725	+6
Vermont.....	443	16, 976	+6	377, 915	+1.9	152	10, 957	-9	242, 209	+1.8
Massachusetts.....	7, 816	460, 655	-1	10, 896, 949	+1.0	1, 813	260, 517	-7	5, 766, 565	+8
Rhode Island.....	1, 150	90, 847	+3	1, 920, 632	+2.6	439	74, 529	+2	1, 532, 465	+2.6
Connecticut.....	1, 871	195, 272	+4	4, 763, 733	+1.0	737	162, 344	+3	3, 813, 245	+7
Middle Atlantic.....	31, 274	2, 037, 928	+2.1	53, 779, 485	+2.5	8, 642	1, 198, 583	+8	30, 893, 416	+3.0
New York.....	19, 830	912, 454	+5	25, 333, 209	+1.4	2, 649	427, 536	+5	11, 662, 375	+1.9
New Jersey.....	3, 890	354, 877	+1.1	9, 267, 541	+1.9	1, 629	287, 396	+9	7, 378, 819	+1.9
Pennsylvania.....	7, 554	770, 597	+4.4	19, 178, 735	+4.2	2, 364	483, 801	+8	11, 952, 222	+4.9
East North Central.....	24, 552	2, 028, 695	+3	55, 326, 775	+2.2	8, 461	1, 524, 818	+4	43, 415, 845	+5.6
Ohio.....	6, 763	514, 153	+1.4	13, 887, 189	+4.4	2, 417	391, 434	+2	10, 741, 218	+3.6
Indiana.....	2, 824	247, 416	+9	6, 526, 735	+2.7	1, 050	195, 998	+1.7	5, 178, 563	+3.1
Illinois.....	6, 869	593, 730	+2	15, 717, 352	+8	2, 444	391, 217	+7	10, 568, 133	+1.3
Michigan.....	3, 689	432, 013	-1.7	13, 197, 011	+3.5	1, 070	379, 971	-4	12, 850, 856	+14.3
Wisconsin.....	4, 407	241, 384	+1.3	6, 198, 490	+2.5	1, 480	166, 198	+1.1	4, 277, 275	+3.1

For footnotes see end of table.

TABLE 3.—Comparison of Employment and Pay Rolls in Identical Establishments in June 1939, by Geographic Divisions and by States—Continued

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll June 1939	Percentage change from May 1939	Amount of pay roll (1 week) June 1939	Percentage change from May 1939	Number of establishments	Number on pay roll June 1939	Percentage change from May 1939	Amount of pay roll (1 week) June 1939	Percentage change from May 1939
				Dollars					Dollars	
West North Central	11,611	430,400	+1.5	10,667,725	+1.9	2,478	212,111	+2.7	5,230,294	+2.5
Minnesota	<sup>8</sup> 2,856	150,905	+2.7	3,538,198	+2.8	641	52,406	+3.0	1,586,243	+1.7
Iowa	1,836	60,698	+1.8	1,460,718	+2	376	36,591	+3.0	904,781	+2
Missouri	2,638	145,046	+9	3,464,482	+2.5	796	86,050	+2.1	1,994,271	+4.4
North Dakota	471	4,619	+1.7	113,084	-3	29	550	+8.7	13,956	+8.5
South Dakota	440	8,399	+4.2	216,426	+2	31	2,442	+8.3	66,436	+7.0
Nebraska	1,053	25,815	-9	598,986	+ <sup>(1)</sup>	139	9,106	+1.6	232,836	+1.1
Kansas	<sup>9</sup> 2,317	54,918	+1.7	1,275,831	+4.3	466	24,966	+3.0	631,771	+1.8
South Atlantic	10,469	847,072	+3.3	16,379,858	+10.3	2,974	591,653	-4	10,407,916	+1.1
Delaware	224	15,078	-2.2	370,191	+1	80	10,865	-8	263,990	+2.2
Maryland	1,587	156,243	+1.6	3,400,772	+4.8	638	96,403	+1.1	2,402,711	+3.2
District of Columbia	1,027	37,306	+4	1,021,259	+6	44	3,446	+1	119,493	+9
Virginia	1,906	108,678	+2.9	2,030,926	+4.8	466	77,093	+5	1,382,357	+1.3
West Virginia	1,099	125,620	+28.1	3,116,876	+76.5	212	45,337	+2.0	1,102,151	+4.1
North Carolina	1,563	179,694	-1.3	2,631,990	-1.1	699	166,357	-1.3	2,397,450	-1.2
South Carolina	754	87,877	-3	1,246,024	-1.4	249	81,018	-2	1,117,432	-1.6
Georgia	1,373	113,851	-1.3	1,793,862	-1	388	89,435	-1.6	2,278,870	-3
Florida	936	42,725	-3.7	767,958	-3.3	198	21,699	-4.1	343,462	-3.5
East South Central	4,032	269,883	+7.4	4,933,433	+11.3	1,021	174,334	+1	2,963,324	- <sup>(1)</sup>
Kentucky	1,256	74,532	+25.0	1,634,117	+37.1	279	32,949	+1.7	692,689	+1.7
Tennessee	1,181	98,668	+7	1,745,813	+1.1	365	73,088	+3	1,261,340	+5
Alabama	1,048	78,643	+3.9	1,274,145	+2.7	284	56,750	-8	852,094	-2.3
Mississippi	547	18,040	+7	279,358	+1.4	93	11,547	-1.1	157,201	+4
West South Central	5,378	212,466	+4	4,706,793	+6	1,243	103,898	+5	2,219,847	+9
Arkansas	<sup>11</sup> 834	25,398	+1	401,711	+4	248	16,716	+3	255,986	+6
Louisiana	989	53,104	+ <sup>(1)</sup>	1,051,307	+1.8	239	29,316	-1.0	546,934	+2.2
Oklahoma	1,345	38,976	+7	972,319	+4	141	11,031	+3.2	264,574	+9
Texas	2,210	94,988	+6	2,281,456	+5	615	46,835	+4.4	1,152,353	+1.0
Mountain	3,745	103,780	-2	2,628,894	+3.0	556	33,543	+3.3	869,627	+1.4
Montana	591	16,733	-2.6	472,104	-1.0	73	4,692	+2.7	124,171	+2.6
Idaho	450	8,981	+2.3	228,553	+2.8	61	3,001	+7.3	79,753	+9.0
Wyoming	293	7,950	+3.5	221,647	+35.7	37	1,425	+10.5	45,621	+6.5
Colorado	1,113	35,985	-1.7	906,099	+9	196	14,344	+7	385,601	-1.3
New Mexico	285	5,865	-6.9	114,540	-13.8	30	742	-3	14,128	+1.6
Arizona	364	10,174	+5	255,537	-6	40	2,858	+2.9	67,759	-3.1
Utah	493	15,831	+4.8	364,243	+8.9	105	6,222	+7.5	144,661	+4.7
Nevada	156	2,261	+2.1	66,171	-3	14	259	+8	7,933	+3.5
Pacific	10,419	477,247	+2.1	13,783,580	+1.9	2,697	250,477	+2.6	7,106,125	+2.9
Washington	2,484	89,800	+4.1	2,453,688	+4.0	550	52,909	+4.0	1,473,610	+3.7
Oregon	1,179	47,364	+6.5	1,246,461	+4.0	296	29,388	+10.7	744,483	+6.1
California	<sup>12</sup> 6,756	340,083	+1.1	10,053,431	+1.1	1,851	168,180	+8	4,888,032	+2.1

<sup>1</sup> Less than 1/10 of 1 percent.<sup>2</sup> Includes banks and trust companies; construction, municipal, agricultural, and office employment; amusement and recreation; professional services; and trucking and handling.<sup>3</sup> Includes laundering and cleaning; and water, light, and power.<sup>4</sup> Weighted percentage change.<sup>5</sup> Includes automobile and miscellaneous services; restaurants; and building and contracting.<sup>6</sup> Includes construction but not public works.<sup>7</sup> Does not include logging.<sup>8</sup> Includes banks; real estate; pipe-line transportation; motor transportation (other than operation and maintenance); water transportation; hospitals and clinics; and personal, business, mechanical repair, and miscellaneous services.<sup>9</sup> Includes financial institutions, miscellaneous services, and restaurants.<sup>10</sup> Weighted percentage change, including hired farm labor.<sup>11</sup> Includes automobile dealers and garages; and sand, gravel, and building stone.<sup>12</sup> Includes banks, insurance, and office employment.



# INDUSTRIAL AND BUSINESS EMPLOYMENT IN PRINCIPAL METROPOLITAN AREAS

A comparison of employment and pay rolls in May and June 1939 is made in table 4 for 13 metropolitan areas each of which had a population of 500,000 or over in 1930. Cities within these areas, but having a population of 100,000 or over, are not included. Footnotes to the table specify which cities are excluded. Data concerning them are presented in a supplementary tabulation which is available on request. The figures represent reports from cooperating establishments and cover both full- and part-time workers in the manufacturing and nonmanufacturing industries presented in table 4, with the exception of building construction, and include also miscellaneous industries.

Revisions made in the figures after they have gone to press, chiefly because of late reports by cooperating firms, are incorporated in the supplementary tabulation mentioned above. This supplementary tabulation covers these 13 metropolitan areas as well as other metropolitan areas and cities having a population of 100,000 or more, according to the 1930 Census of Population.

TABLE 4.—Comparison of Employment and Pay Rolls in Identical Establishments in May and June, by Principal Metropolitan Areas

Metropolitan area	Number of establishments, June 1939	Number on pay roll, June 1939	Percentage change from May 1939	Amount of pay roll (1 week), June 1939	Percentage change from May 1939
New York <sup>1</sup>	14, 293	616, 380	-0.3	\$16, 898, 114	+0.3
Chicago <sup>2</sup>	4, 434	417, 263	+1.0	11, 654, 996	+1.5
Philadelphia <sup>3</sup>	2, 085	198, 111	+ .6	5, 326, 569	+2.5
Detroit	1, 565	272, 582	-1.2	9, 000, 848	+4.6
Los Angeles <sup>4</sup>	2, 815	150, 553	+2.6	4, 406, 788	+2.8
Cleveland	1, 602	110, 148	+ .7	3, 072, 572	+1.9
St. Louis	1, 385	112, 214	+ .9	2, 805, 571	+2.0
Baltimore	1, 153	103, 583	+1.1	2, 612, 489	+4.3
Boston <sup>5</sup>	3, 007	168, 444	- .5	4, 222, 158	+1.5
Pittsburgh	1, 064	161, 959	+3.6	4, 524, 427	+9.7
San Francisco <sup>6</sup>	1, 564	77, 183	+3.1	2, 312, 268	+3.0
Buffalo	779	63, 902	+ .8	1, 725, 297	+3.2
Milwaukee	1, 014	97, 241	- .6	2, 712, 892	+ .9

<sup>1</sup> Does not include Elizabeth, Jersey City, Newark, or Paterson, N. J., nor Yonkers, N. Y.

<sup>2</sup> Does not include Gary, Ind.

<sup>3</sup> Does not include Camden, N. J.

<sup>4</sup> Does not include Long Beach, Calif.

<sup>5</sup> Does not include Cambridge, Lynn, and Somerville.

<sup>6</sup> Does not include Oakland, Calif.

# Recent Publications of Labor Interest

AUGUST 1939

## Cooperative Movement

4 *International directory of cooperative organizations.* Geneva, International Labor Office, 1939. xii, 160 pp. (In English, French, German.)

The address, date of foundation, chief officials, official organ, and national and international affiliation are shown, insofar as available, for each organization.

*Cooperative societies in Palestine: Report by Registrar of Cooperative Societies on developments during years 1921-1937.* Jerusalem, Department of Registrar of Cooperative Societies, 1938. 133 pp., map.

*Report of seventieth annual cooperative congress [of Cooperative Union, Ltd.], held at Scarborough, June 6-8, 1938.* Manchester, England, Cooperative Union, Ltd., 1938. 853 pp.

*Summary of cases relating to farmers' cooperative associations.* Washington, U. S. Farm Credit Administration, Cooperative Research and Service Division, 1939. 13 pp.; mimeographed. (Summary No. 1.)

The first issue of a series of summaries of court cases involving farmers' cooperatives. Most of the cases covered in this number related to taxes.

## Employment Agencies and Their Activities

*History and development of public employment service in the United States and abroad.* Louisville, Kentucky State Employment Service, 1938. 96 pp.; mimeographed. (Manual unit II.)

Planned to familiarize the staffs of employment offices with the beginnings of placement services and the part they have played in the economic and social activities of the community.

*Proceedings of twenty-sixth annual convention of International Association of Public Employment Services, held at Ottawa, May 25-27, 1938.* Ottawa, Department of Labor of Canada, 1939. 96 pp.

At this meeting addresses were made on the Canadian Employment Service; The United States Employment Service; Administrative problems in social security; The interrelation of the employment service and unemployment insurance; Facing unemployment-compensation responsibilities; and other subjects.

*Trends in employment service in New York City, 1930-1935.* New York, Welfare Council of New York City, 1938. 93 pp.

Report on the service rendered by 66 non-profit-making employment agencies.

*Farm placement and procedures.* Frankfort, Kentucky State Employment Service, 1939. 68 pp.; mimeographed. (Manual unit VIII.)

Gives statistical data on agriculture in Kentucky and material to aid farm-placement interviewers to develop knowledge and technique for their work.

## Employment and Unemployment

*Employment experience of Paterson broad-silk workers, 1926-36: A study of intermittency of employment in a declining industry.* By James E. Wood. Washington, U. S. Works Progress Administration, 1939. xvi, 141 pp., charts, illus. (Studies of effects of industrial change on labor markets, National Research Project, Report No. L-3.)

Reviews the major changes in the broad-silk industry between 1900 and 1936, especially the rapid decline subsequent to 1926, and discusses, among other subjects, the effects of technological changes on the industry's labor requirements.

*Employment and productivity in a sheet steel mill: A study of labor displacement in prosperity and depression.* By Jeannette Rowe Gruener. Fitchburg, Mass., H. M. Downs Printing Co., 1938. 86 pp., charts, bibliography.

*The trend of employment and unemployment [in Ireland] in years 1937 and 1938.* Dublin, Department of Industry and Commerce, 1939. 30 pp.

Analyzes the figures covering employment and unemployment in the 2 years and gives the reasons for increased unemployment in 1938.

*Labor requirements in road construction.* By Lillian Lunenburg. Washington, U. S. Bureau of Labor Statistics, 1939. 5 pp. (Serial No. R. 919, reprint from April 1939 Monthly Labor Review.)

*Labor requirements in production and distribution of sand and gravel.* By John A. Ball. Washington, U. S. Bureau of Labor Statistics, 1939. 13 pp. (Serial No. R. 944, reprint from July 1939 Monthly Labor Review.)

### Immigrants and Immigration

*Immigrants: First case-story book on immigration and naturalization.* By Hans Mayer-Dexlandén. New York, Five D's Publishing Co., Inc., 1938. 130 pp. Brief outline of the political and administrative policy of the United States towards the foreign born in this country.

*Report of Special Committee on Immigration and Naturalization, Chamber of Commerce of State of New York, submitting a research on conquest by immigration.* By Harry H. Laughlin. New York, Chamber of Commerce of the State of New York, 1939. 267 pp.

The present investigation continued studies seeking to solve the problem of stopping up the loopholes in immigration-law enforcement in the United States and of setting up as enforced law the standard the Nation desires for the future reception of immigrants.

*The Negro immigrant, his background, characteristics, and social adjustment, 1899-1937.* By Ira De A. Reid. New York, Columbia University Press, 1939. 261 pp., bibliography. (Studies in history, economics and public law, No. 449.)

Analysis of impact of this country's culture upon immigrant Negro groups, of the reflex of their culture upon native Negroes, and of the problems and conflicts resulting from these interracial and intercultural differences.

*Immigrant settlements in Connecticut, their growth and characteristics.* By Samuel Koenig. Hartford, Connecticut State Department of Education, 1938. 67 pp., charts, bibliography.

*The Japanese Canadians.* By Charles H. Young and Helen R. Y. Reid; with a second part on oriental standards of living, by W. A. Carrothers. Toronto, University of Toronto Press, 1938. xxx, 295 pp. (Published under auspices of National Committee for Mental Hygiene in Canada and Canadian Institute of International Affairs.)

The subjects taken up in this study of the Japanese in Canada, principally in British Columbia, include immigration, settlement, and expansion; Japanese in the primary industries, their commercial activities, and urban colonies; relations between the Japanese and white Canadians; and social problems in Japanese settlements. The second part of the book, on oriental standards of living, has a chapter on occupations in relation to standards of living.

### Industrial Hygiene and Occupational Diseases

*Evaluation of industrial hygiene problem of State of Idaho.* By Samuel Weissross, M. D. Boise, State Department of Public Welfare, Division of Public Health, 1938. Various paging, charts.

*An evaluation of the industrial hygiene problem in South Carolina.* By Harry F. Wilson, M. D., and Robert M. Brown. Columbia, South Carolina State Board of Health, Industrial Hygiene Division, 1938. 53 pp.

*Dermatitis and coexisting fungous infections among plate printers.* By Paul A. Neal and C. W. Emmons. Washington, U. S. Public Health Service, 1939. 56 pp., bibliography, illus. (Public health bulletin No. 246.)



*Gefahren beim umgang mit organischen lösemitteln und ihre bekämpfung.* By J. Wenzel. Berlin, Julius Springer, 1939. 95 pp., illus. (Beiheft 29 zum Zentralblatt für Gewerbehygiene und Unfallverhütung, herausgegeben von der Deutschen Gesellschaft für Arbeitsschutz in Frankfurt a. M.)

Deals with hazards to workers handling organic solvents, and preventive measures.

*Administration of laws for prevention and control of occupational diseases.* By Theodore C. Waters. (In American Journal of Public Health, New York, July 1939, pp. 728-737.)

*Arbeit und kleidung.* Berlin, Julius Springer, 1939. 137 pp., illus. (Beiheft 28 zum Zentralblatt für Gewerbehygiene und Unfallverhütung, herausgegeben von der Deutschen Gesellschaft für Arbeitsschutz in Frankfurt a. M.)

Collection of articles on workers' clothing, by various experts on industrial hygiene.

### Industrial Relations

*Analysis of strikes in 1938.* By Don Q. Crowther. Washington, U. S. Bureau of Labor Statistics, 1939. 21 pp., charts. (Serial No. R. 939, reprint from May 1939 Monthly Labor Review.)

*Negotiation of collective agreements in rubber industry.* By Harold S. Roberts. Washington, U. S. Bureau of Labor Statistics, 1939. 5 pp. (Serial No. R. 950, reprint from June 1939 Monthly Labor Review.)

*Labor relations in silk and rayon industry.* By Mary Taber. (In Vassar Journal of Undergraduate Studies, Vassar College, Poughkeepsie, N. Y., Volume XII, May 1939, pp. 249-274.)

Account of union activities, labor disputes, and union and employer personnel policies in the silk and rayon industry; also the effect of governmental action upon the industry, especially since the NRA.

*Overzicht van den omvang en den voornaamsten inhoud der collectieve arbeidsovereenkomsten in Nederland op 1 Juni 1938.* The Hague, Centraal Bureau voor de Statistiek, 1939. 74 pp.

Report on collective agreements—number of agreements and workers covered, provisions as to wages, family allowances, etc.—in the Netherlands on June 1, 1938, with comparative data for previous years. Printed in Dutch with a résumé in French and French translations of table of contents and table heads.

*Statistiek der werkstakingen en uitsluitingen gedurende het jaar 1938.* The Hague, Centraal Bureau voor de Statistiek, 1939. 31 pp., chart.

Statistics of strikes and lockouts in the Netherlands in 1938, with comparative data for 1936 and 1937, and for the two periods 1926-30 and 1931-35. The report is in Dutch with French translations of table of contents and table heads, and a résumé in French.

### Labor and Social Legislation

*Proceedings of Fifth National Conference on Labor Legislation, Washington, D. C., November 14-16, 1938.* Washington, U. S. Department of Labor, Division of Labor Standards, 1939. 118 pp. (Bulletin No. 25.)

*Industrial home-work legislation and its administration.* Washington, U. S. Department of Labor, Division of Labor Standards, 1939. 133 pp. (Bulletin No. 26.)

*Coverage limitations of workmen's compensation laws.* By Marshall Dawson. Washington, U. S. Bureau of Labor Statistics, 1939. 16 pp. (Serial No. R. 949, reprint from June 1939 Monthly Labor Review.)

*Workmen's compensation in Canada—a comparison of provincial laws.* Ottawa, Department of Labor, July 1939. 24 pp.; mimeographed.

*Traité pratique de la législation sur les accidents du travail et les maladies professionnelles—loi du 1<sup>er</sup> Juillet 1938 et législation antérieure.* By Marcel Blum. Paris, Librairie Générale de Droit et de Jurisprudence, 1939. 222 pp.

Analysis of French law of July 1, 1938, on industrial accidents and occupational diseases, and of previous legislation on this subject.



*Compilación de las disposiciones legales sobre higiene de los campamentos.* Bogotá, Colombia, Ministerio de Trabajo, Higiene y Previsión Social, Departamento de Ingeniería Sanitaria, 1939. 32 pp., diagrams.

Compilation of Colombian legislation through January 13, 1939, governing the housing of workers, especially in dormitories.

*Danish social legislation.* (In Danish Foreign Office Journal, Copenhagen, June 1939, pp. 95-117; chart, illus. In English.)

The types of welfare legislation covered include accident, health, invalidity, and unemployment insurance, old-age pensions, and various kinds of public assistance aside from "insured" assistance.

*Código de menores [Venezuela], 1939.* Caracas, Consejo Venezolano del Niño, 1939. 35 pp.

The Children's Code of Venezuela, dated January 10, 1939, with respect to abandoned and delinquent children, child labor, education and nutrition, State supervision, and juvenile courts; with a law of February 18, 1939, reorganizing the Venezuelan Children's Council.

### Labor Organizations and Activities

*Black workers and the new unions.* By Horace R. Cayton and George S. Mitchell. Chapel Hill, University of North Carolina Press, 1939. xviii, 473 pp.

The three industries which have been selected as the basis for this study—iron and steel, meat packing, and railroad car shops—employ a large number of unskilled workers and also a proportionately large number of colored workers. It is the contention of the authors that the pattern of race relations in labor organizations for the country as a whole will probably follow that of the industries covered in the book. It is on the basis of this pattern that the authors in the final chapter of the book offer a program for Negro labor designed to "increase and strengthen favorable union sentiment in the Negro community; to break down the racial prejudice of white workers and union officials; and to provide resources for the unionization of Negro workers in the Negro community."

*Theatrical trade unionism.* By Anna Sedgwick Minot. (In Vassar Journal of Undergraduate Studies, Vassar College, Poughkeepsie, N. Y., Volume XII, May 1939, pp. 215-248.)

Description of various employers' and employees' organizations which are now functioning in the theatrical industry, and discussion of the peculiar labor problems which exist in that industry.

*Overzicht van den omvang der vakbeweging in Nederland op 1 Januari 1938.* The Hague, Centraal Bureau voor de Statistiek, 1938. 61 pp.

Report on labor organizations in the Netherlands on January 1, 1938, with comparative data for earlier periods. The report is in Dutch with a French résumé and French translations of table of contents and table heads.

*Workers abroad.* By G. P. Jones. London, Thomas Nelson and Sons, Ltd., 1939. 183 pp.

Number 34 of a series of "Discussion Books" designed primarily for workers' and adult education in Great Britain. The present volume contains the substance of lectures by Professor G. P. Jones on tendencies and developments in the labor movement outside of England as compared with the situation in Great Britain.

### Migrants and Migratory Labor

*Migrant families.* By John N. Webb and Malcolm Brown. Washington, U. S. Works Progress Administration, Division of Social Research, 1938. xxx, 192 pp., charts. (Research monograph XVIII.)

Sample study of the characteristics and activities of migrant families receiving relief under the Federal Emergency Relief Administration's transient program in September 1935.

*Michigan migrants.* By Albert Westefeld. Washington, U. S. Works Progress Administration, Division of Research, 1939. 35 pp.; mimeographed.

Gives data on age, sex, color or race, education, marital condition, family relationship, and social-economic class, based on the returns of the Michigan census taken in 1935.

*Migratory-casual workers in New Mexico.* By Sigurd Johansen. State College, New Mexico Agricultural Experiment Station, 1939. 49 pp., charts. (Press bulletin 870.)

This study of 235 interstate migratory-casual worker households was conducted cooperatively in 1938 by the Agricultural Experiment Station of New Mexico and the Division of Social Research of the Federal Works Progress Administration.

*Problem of the migrant unemployed.* By Buel W. Patch. Washington, Editorial Research Reports, 1013 Thirteenth Street NW., 1939. 14 pp. (Volume 2, 1939, No. 2.)

Discusses the causes and extent of the problem of unemployed migrants, conditions among migrants in California, and relief measures.

### Occupations

*How to choose a career.* By J. Anthony Humphreys. Chicago, Science Research Associates, 1939. 48 pp. (Occupational monograph 7.)

Tells how to organize facts about careers, what to learn concerning occupations and about oneself, and how to relate occupational and self analysis.

*How to choose a profitable occupation.* By Sumner Harwood and associates. Cambridge, Mass., Cambridge Analytical Services, 1939. 103 pp.

The major subjects of discussion are life earnings in occupations; how occupations become profitable; tomorrow's profitable businesses and types of work; and profiting from aptitudes and from business ownership.

*The occupational orientation of youth workers.* By Jane Corbett. Columbus, National Youth Administration of Ohio, 1938. 78 pp.; mimeographed. (Evaluation studies, Report No. 5.)

*Consumer cooperatives and their workers.* By Clarence Walker Failor. Chicago, Science Research Associates, 1939. 95 pp., map, charts, bibliography, illus.

An examination of the employment possibilities, industrial relations, and occupations, in consumers' cooperatives, based upon an original investigation covering more than a thousand employees and their jobs.

*North Carolina occupations: A series of occupational studies.* [Raleigh?], North Carolina Vocational Guidance Association, 1938. 80 pp.

Contains data on opportunities, compensation, trends, essential qualifications, training, and institutions offering training, for occupations in health services, agriculture, food industries, building trades insurance and real-estate establishments, automobile industry, and transportation and communications. Bibliographies are included.

### Personnel Management

*Hiring for better labor relations.* By Guy W. Wadsworth, Jr. (In *Personnel Journal*, New York, June 1939, pp. 51-60.)

According to this article, only about 6 comprehensive commercial testing programs are in operation in this country in which psychological tests have been used long enough to get an idea of what such tests will accomplish. However, 18 fairly important firms make use of one or more psychological tests and rely in part upon their results.

*The use of tests in employment and promotion.* New York, National Industrial Conference Board, Inc., 1939. 23 pp. (Studies in personnel policy, No. 14.)

*Management and labor.* By K. G. Fenelon. London, Methuen & Co. Ltd., 1939. 276 pp.

Traces the development of systematic methods of management and discusses the main problems to be dealt with.

*Proceedings of first personnel institute held at Ohio State University, May 12, 1938.* Columbus, Ohio State University, [1938?]. 56 pp. (College of Commerce conference series, No. 2.)

The titles of papers delivered at the conference included: The analysis of employee attitudes; An educational program for employee morale building; and Evaluating a morale-building program.

*Bibliography on personnel and related subjects.* Washington, U. S. Home Owners' Loan Corporation, 1938. 25 pp.; mimeographed.

References on such subjects as salary administration, employee relations, credit unions, vocational opportunities in government service, and cooperative medical care.

*Some references on personnel management (basic information sources).* Compiled by Ruth C. Leslie. Washington, U. S. Bureau of Foreign and Domestic Commerce, Division of Business Review, December 1938. 4 pp.; mimeographed.

### Profit Sharing

*Survey of experiences in profit sharing and possibilities of incentive taxation.* Hearings before subcommittee of Committee on Finance, United States Senate, 75th Congress, 3d session, pursuant to S. Res. 215, providing for an investigation of existing profit-sharing systems between employers and employees in the United States, November 21 to December 14, 1938. Washington, 1938. 591 pp. Report of subcommittee of Committee on Finance pursuant to S. Res. 215. Washington, 1939. 351 pp.

*Profit sharing (basic information sources).* Compiled by Ruth C. Leslie. Washington, U. S. Bureau of Foreign and Domestic Commerce, Division of Business Review, February 1939. 4 pp.; mimeographed.

*A selected list of references on profit sharing and bonus system (supplementing mimeographed list, February 12, 1920).* Compiled by Grace Hadley Fuller. Washington, U. S. Library of Congress, Division of Bibliography, 1938. 54 pp.

### Relief Measures and Statistics

*Changing aspects of urban relief.* By F. L. Carmichael and R. Nassimbene. Washington, U. S. Works Progress Administration, Division of Research, 1939. 93 pp., charts.

Results of an analysis of urban relief population in 13 cities in December 1934 and 1935, including data on family composition, personal characteristics, industrial experience, duration of unemployment, earnings, etc.

*The family meets the depression: A study of a group of highly selected families.* By Winona L. Morgan. Minneapolis, University of Minnesota Press, 1939. 126 pp., bibliography. (University of Minnesota, Institute of Child Welfare, Monograph series No. XIX.)

One of the major objectives of this study was to find out the changes which had taken place in the families included over the 6-year period 1927-1933. Among the subjects discussed are economic status; household management; family health; social, recreational, and cultural activities; family relationships; and family and personal problems.

*The personal side.* By Jessie A. Bloodworth and Elizabeth J. Greenwood. Washington, U. S. Works Progress Administration, Division of Research, 1939. 417 pp.; mimeographed.

Collection of 45 stories selected from 103 personal histories of Dubuque, Iowa, families in the wage-earning group, who had experienced at least one period of unemployment of 4 consecutive months during the depression.

*The story of PWA—building for recovery.* Washington, Federal Emergency Administration of Public Works, 1939. 16 pp., illus.

A series of questions and answers regarding the functioning and accomplishments of the Federal Emergency Administration of Public Works.

*Armenzorg statistiek over het jaar 1936.* The Hague, Centraal Bureau voor de Statistiek, 1938. 107 pp.

Textual and statistical information on poor relief in the Netherlands in 1936, including pertinent legislation.



### Social Security

*Social security in the United States, 1939: A record of the twelfth National Conference on Social Security, New York City, April 14 and 15, 1939.* New York, American Association for Social Security, Inc., 1939. 234 pp.

Contains papers on housing, medical care of dependent aged, and health insurance, a critical examination of the present system of social insurance, and discussion of desirable future developments for social security.

*Las instituciones de previsión social de Buenos Aires.* By Marcos Flores A. (In *Revista Trimestral del Instituto de Jubilaciones y Pensiones del Uruguay*, Montevideo, December 1938–February 1939, pp. 43–62.)

The first part of a report on the social-welfare institutions of Buenos Aires, containing a detailed account of the operation of and some statistics concerning workmen's compensation, maternity aid, and retirement and pension funds for salaried and wage-earning employees of railways and of privately-owned public-utility enterprises.

*Mothers and children under social insurance in Latin America.* By Anna Kalet Smith. (In *The Child*, U. S. Children's Bureau, Washington, June 1939, pp. 277–280.)

*Verslag omtrent den staat der Rijksverzekeringsbank, Netherlands, en hare werkzaamheden in het jaar 1937.* The Hague, Rijksverzekeringsbank, 1939. 171 pp., pasters.

Annual report of the State Insurance Bank on social insurance in the Netherlands in 1937, including accident, invalidity, old-age, and sickness insurance, with information on pertinent legislation.

*Le assicurazioni sociali in Spagna—orientamenti e realizzazioni del nuovo stato.* By Severino Aznar. (In *Le Assicurazioni Sociali*, Istituto Nazionale Fascista della Previdenza Sociale, Rome, March–April 1939, pp. 248–278.)

History and statistics of old-age pensions, maternity aid, unemployment insurance, voluntary mutual social insurance, compensation for industrial accidents, workers' loans, and administration of social welfare in Spain before the war; and an account of the Government's social-welfare activities since the war, and of the system of family allowances instituted under the new regime.

### Wages and Hours of Labor

*Annual report on wages paid in agricultural occupations, all counties, State of California, year 1938.* Los Angeles, U. S. Employment Service, Farm Placement Service, [1939]. 79 pp.; mimeographed.

Detailed tabulation of wages paid by the hour and the day and for piece work, classified by county, by kind of crop, and by type of work (as picking).

*Working conditions and wages in union barber shops, 1938.* By Don Q. Crowther. Washington, U. S. Bureau of Labor Statistics, 1939. 13 pp. (Serial No. R. 951, reprint from June 1939 Monthly Labor Review.)

*Incomes from independent professional practice, 1929–1936.* By Simon Kuznets and Milton Friedman. New York, National Bureau of Economic Research, 1939. 32 pp., charts. (Bulletin 72–73.)

Presents some of the findings of a study of income from professional practice conducted at the National Bureau of Economic Research since 1934. The detailed report will probably be issued this year.

*Las estadísticas Mexicanas sobre salarios y tiempo trabajado.* By Adolfo Alarcón M. (In *El Trimestre Económico*, Fondo de Cultura Económica, México, D. F., April–June 1939, pp. 34–57.)

Historical account of reports on wages and hours in Mexico from that of Baron von Humboldt to the present, with an analysis of the method now being used in the collection and compilation of such data, and statistics for 20 occupational groups in the Federal District as to employment and average wages and hours for the week of April 25 to May 1, 1938.

*L'échelle mobile des salaires.* By Robert Thomas. Paris, Librairie Sociale et Économique, 1939. 237 pp.

In this discussion of the sliding wage scale based on cost of living, the author considers the German, Austrian, and Polish experience during the inflation period from 1921 to 1924, and the experience of Belgium, England, France, and the United States.



*Wage regulation under the Statute of Artificers.* By R. Keith Kelsall. London, Methuen & Co., Ltd., 1938. 132 pp., bibliography.

Deals with the subject of wages and other closely connected parts of the Elizabethan labor code.

### Youth Problems

*A study of youth needs and services in Muncie, Indiana.* By Raymond G. Fuller. Washington, American Council on Education, American Youth Commission, 1938. [Various paging.]

*The schools and the unemployment problem.* By Aubrey W. Williams. Washington, U. S. National Youth Administration, 1939. 18 pp.; mimeographed.

The administrator of the National Youth Administration in this address at the National Education Association's midyear meeting in San Francisco on July 4, 1939, said that "the greatest single barrier named by youth to securing employment is lack of previous work experience."

*When youth leave school.* By Ruth E. Eckert and Thomas O. Marshall. New York and London, McGraw-Hill Book Co., Inc., 1938. 360 pp.

This publication of the Regents' Inquiry into the Character and Cost of Public Education in the State of New York brings together two reports—(1) a study of the characteristics of youth leaving or graduating from secondary schools and (2) an interview study of vocational and other adjustments of pupils who have left such schools.

*Negro youth, their social and economic backgrounds—a selected bibliography of unpublished studies, 1900–1938.* By Ira De A. Reid. Washington, American Council on Education, American Youth Commission, 1939. 71 pp.; mimeographed.

*Evaluation materials prepared by work project supervisors at First Ohio NYA Evaluation Conference, Columbus, February 7–9, 1938.* Columbus, National Youth Administration in Ohio, 1938. 61 pp.; mimeographed.

The main objective of the 3-day conference referred to above was to enable supervisors to work out promising techniques for measuring the values of project experience to the young people supervised.

*Leisure-time guidance and delinquency.* By Victor H. Evjen. Chicago, National Council on Education for Character and Citizenship, 1938. 20 pp. (Reprinted from Character and Citizenship.)

A series of articles dealing with the community's responsibility for the leisure-time guidance of youth.

### General Reports

*The I. L. O. yearbook, 1938–39.* Geneva, International Labor Office (American branch, 734 Jackson Place NW., Washington, D. C.), 1939. 440 pp.

In addition to the sections pertaining to the structure and work of the International Labor Organization, the material in the yearbook is presented under the following general heads: Industrial organizations and social movements; economic developments; conditions of work (hours, holidays, industrial health and safety, women's work, protection of young persons, labor inspection); social insurance; remuneration of labor; employment and unemployment; migration; labor law; living conditions; special problems of certain categories of workers (salaried, professional, home, and agricultural workers, seamen, native labor). An appendix contains statistics of the international trade-union movement.

*Annuaire statistique Hongrois, 1937.* Budapest, Office Central Royal Hongrois de Statistique, 1939. 436 pp.

The subjects of particular interest to labor covered in this statistical yearbook include employment and unemployment, wages and hours of labor, industrial accidents, social insurance, prices, and cost of living.

*The thirty-eighth financial and economic annual of Japan, 1938.* Tokyo, Department of Finance, [1939?]. 323 pp., charts.

Included in the statistics presented are number and kinds of factories, December 31, 1936; number of operatives, 1936; and average daily wages of laborers, 1935 to 1937, inclusive.

*Madras labor, July 1937–October 1938.* Madras, Government Press, 1938. 288 pp.

Considerable data on labor disputes, wages, working conditions, and welfare schemes are included.

*El Departamento del Trabajo [Mexico] en 1938.* Mexico, D. F., Departamento del Trabajo, 1939. 63 pp., illus.

Review of activities of Mexican Office of Labor in 1938 in connection with inspection, workers' protection, conciliation and arbitration, work of women and children, and other matters, with an outline of work projected for 1939. Some of the illustrations in the volume are reproductions of posters used in accident-prevention work.

*Twelfth annual report of Palestine Economic Corporation, calendar year 1938.* New York, 1939. 100 pp.

Graphic account, with illustrations, showing the economic development of Palestine. Describes the housing, industrial, financial, and other developments, including the cooperative associations which, according to the report, "are woven into the very texture of Palestine's economic life."

*Anuarul statistic al României, 1937 și 1938.* Bucharest, Institutul Central de Statistică, 1939. 713 pp. (In Rumanian and French.)

Data are included on size and personnel of industrial and commercial enterprises in Rumania according to the census of 1930, and, for 1937 and earlier years, on collective labor agreements; strikes and lockouts; unemployment; work of public employment offices; wage indexes, by cities and industries; prices; and production.

*Annuaire statistique [Turkey], 1936–37.* Ankara, Office Central de Statistique, [1938 ?]. 481 pp., charts. (In Turkish and French.)

Data on population, vital statistics, health, public assistance, education, industrial and agricultural production, accidents in coal mines, prices and cost of living, agricultural cooperative societies, and other subjects.

38.

are

del

th  
nd  
of  
it-

ew

of  
s,  
en

de

r-  
s,  
of  
d

e,

l-  
of